# THE SURVEY

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## SO THEY SAY

The essential sin in a social sense is disrespect for human nature.—*Bishop Francis J. McConnell.*

This American revolution is peculiar.—*Prof. Max Ascoli, University in Exile, in Atlantic Monthly.*

Having got all wrinkled up with care and worry it's a good time now to get our faith lifted.—*Ed Wynn.*

Nowhere in political science can one discover an ideal government.—*William F. Russell, dean, Teachers College, New York.*

This is the first revolutionary age in which the masses of men consciously participate in government.—*Walter Lippmann, New York.*

True education is an operation performed on the whole man and not on an abstraction called his mind.—*L. P. Jacks, Oxford, England.*

Like most human institutions, universities are the manifestation of a robust faith.—*James Bryant Conant, president, Harvard University.*

It is quite as important to prevent a social deficit for the future as to wipe out a financial deficit in the present.—*Glenn Frank, president, University of Wisconsin.*

On the whole our social-service work is still a handout on the giving end and an insufficient dole on the receiving end.—*Rexford G. Tugwell, under-secretary of agriculture.*

It will be a far more difficult task of civilization to teach men and women to use leisure rightly than to instruct them how to labor efficiently.—*Dr. John H. Finley, New York.*

The homespun citizen who flounders about among big subjects is as much an enemy to peace as are imperialistic governments.—*Mary E. Woolley, president, Mount Holyoke College.*

You have in extreme social radicalism the same thing as in fundamentalism: they have found the absolute, perfect truth and know it.—*Rev. Henry Sloane Coffin, president, Union Theological Seminary.*

In the school of crime there can be no better method of teaching than to present the exact technique of crime, and that is what the average crime film does.—*Bernard Sachs, M.D., to Motion Picture Research Council.*

It wouldn't do the state any harm if we didn't build another mile of road for the next three years. But one single year that education is neglected cannot be brought back.—*Alfred E. Smith, former governor, New York.*

I am aware of the many opportunities of which the college student may, if he is able, take advantage. He may for example learn, while at college, how to think.—*Daniel Willard, president, Baltimore and Ohio Railroad.*

The building up of our lives into substantial purposes which will weather the vagrant urges and lures of the present moment is the most difficult task of education and the greatest burden imposed on civilized man.—*Dr. Abraham Myerson, Boston.*

It seems to me that we have been conjuring up a big bad wolf which we call commercialized recreation. Some of its manifestations are dreadful enough but no more so than some of the free gratis offerings of the uplifter.—*Frederick P. Keppel, Carnegie Corporation.*

Jungle warfare has no place in modern industry. The exploitation of workers, with hours and wages as weapons, in an attempt to capture markets, has been a deep underlying cause of our lack of social advance.—*Governor Winant, New Hampshire, to National Consumers' League.*

Perhaps the whole business of the retention of the death penalty will seem to the next generation, as it seems to many even now, an anachronism too discordant to be suffered, mocking with grim reproach all our clamorous professions of the sanctity of life.—*Justice Cordoza, US Supreme Court, in American Mercury.*


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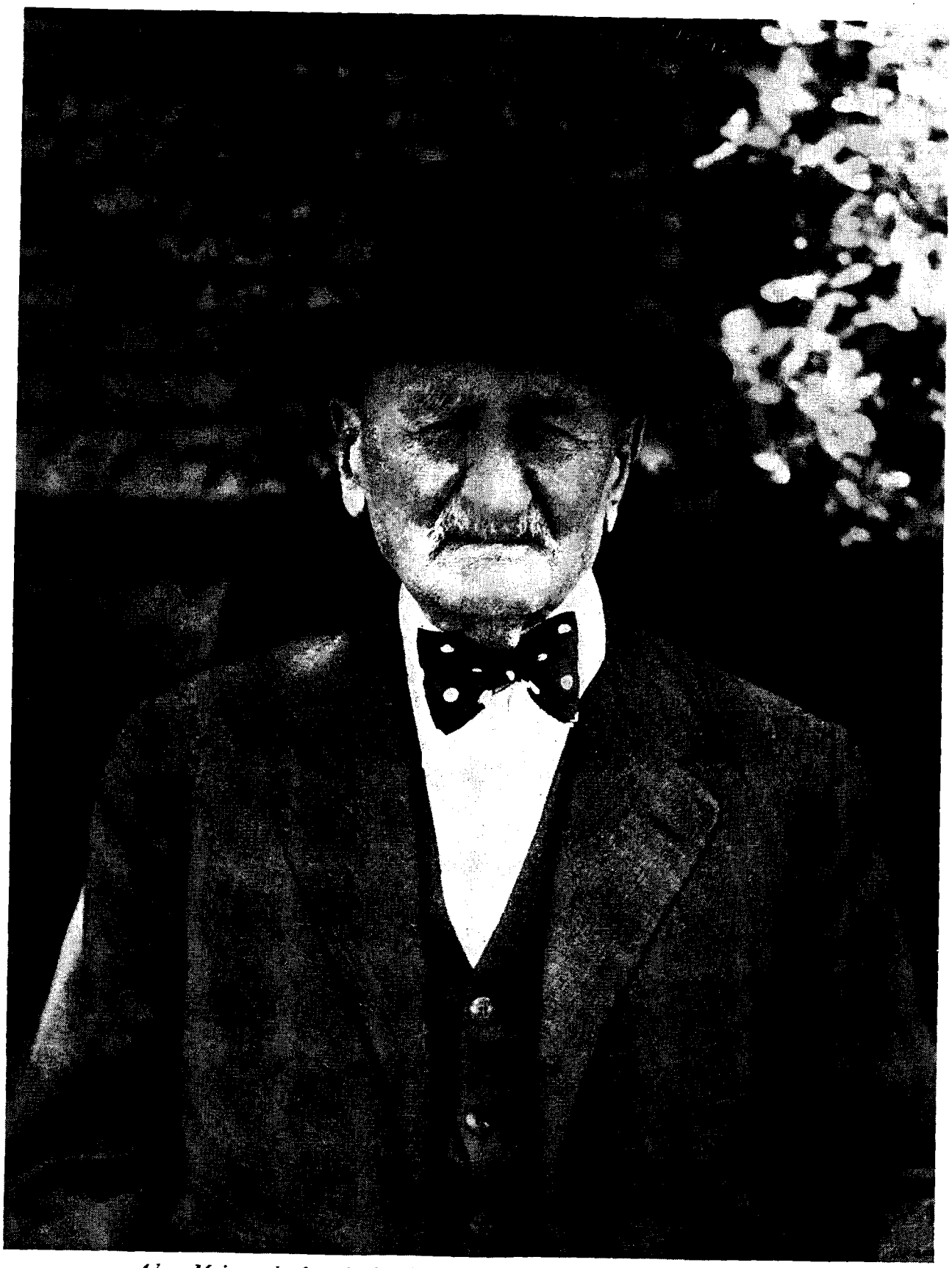

*Adam Meister, the first charity visitor, on his hundredth birthday* (*see page 222*)

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THE SURVEY

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# Illusions Regarding Revolution

By DAVID CUSHMAN COYLE

THE American people have had great crises before, when the fate of the social order was at stake, when unprecedented measures had to be adopted and new adjustments made. In time of crisis our ancestors made plans and carried them out, but they never used the phrase "national planning." Now we, faced with another crisis, say that we must have a national plan, and by calling the normal process of adjustment by a new, exotic name, we have managed to confuse our own minds. Before we can expect any great progress we shall need to come down to earth and translate our concept of planning into terms of the kind of things that Americans characteristically do when they go into action. Planning in general means almost any sort of thought about future action, but in practice national planning will consist of two distinct types of activity, engineering planning and policy planning.

When we set out to build a Panama Canal or a Boulder Dam, there appear in due course definite plans in the form of blueprints and schedules for action. After the blueprints are approved, all those who work on the job must follow the blueprints day by day. Personal liberty is not allowed. This kind of a job requires full regimentation.

Engineering plans are useful under certain strictly limited conditions. First the objective must be so simple that it can be clearly defined and universally accepted—like damming a river. Second, the means of action must be simple enough to be fully determined by technical experts without effective criticism from laymen. Third, there must be a practical means of discipline, so that all involved in the plan can be made to follow the technical procedure shown on the blueprints. The problem of discipline is met by the power to hire and fire, that is, it depends on a reserve of labor outside the plan. If an engineering plan were to be applied to the nation as a whole, the necessary discipline would depend on the death penalty, since those who have unstandardized minds cannot be fired anywhere except into the next world. Our nearest approach to a general engineering plan are our traffic laws, backed by a staggering annual death-roll. These limitations of the engineering type of planning are sometimes overlooked by people who are not engineers by profession.

Another fact that is sometimes overlooked is that blueprint plans cannot be made until the later stages of a project, following a long period of discussion, of vague schemes, rough sketches and acquisition of the power to act. Premature working drawings always are destined for the wastebasket.

Over against the engineering type of planning is another type, usually called "policy." From the beginning we have planned the development of the United States by means of policies. Hamilton persuaded Congress to adopt a protective tariff that would cause money to flow from consumer and farmer into the hands of the financier. The object was to cause the building of factories to free us from dependence on England. Right or wrong, the policy was adopted and the object successfully attained. By a whole series of policies,

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*MR. COYLE, engineer, author, lecturer, was asked by the Chicago Social Work Publicity Council to speak at its July meeting in answer to Mary van Kleeck's Illusions Regarding Government, first given at Kansas City before the National Conference of Social Work and repeated before the Chicago Social Workers' Discussion Club. Both meetings drew capacity audiences. Miss van Kleeck's address was published in The Survey for June, page 190. Here, almost in full, is Mr. Coyle's reply. Readers of Survey Graphic will recall his Age of Plenty (December 1933) and his widely quoted address at the Detroit meeting of the NCSW.*



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adopted often after long controversy, our western territories were acquired and the land given to homesteaders, railroads and schools. The law of primogeniture, by which England has scattered her younger sons around the world, was abolished, and the United States was built not into a farflung empire but into a self-contained continental nation. The men who established these policies were not leaping about in the dark. They had a vision of the future of this country, and as well as they were able they set up policies that would lead toward the desired goal. In our own time the shape of our social and economic order has been modified by the Sherman Act, by the immigration laws and by the income tax.

The characteristic difference between an engineering plan and a policy plan lies in the fact that engineering plans require complete discipline and obedience, while policy plans involve controlling the actions of only a small number of people day by day. The immigration laws, for instance, have to be enforced upon only a few people; their effects on the economic system and on the social order, however, are far-reaching. The influence of a major national policy on the life of the nation is similar to the effect of a hormone in the blood stream.

For orienting the progress of the nation and steering it in a desired direction, the policy plan has a long and successful record. Experience indicates that the chances of effective adjustment to the new economic environment lie almost wholly in the adoption of suitable and adequate policies. Engineering plans, on the other hand, have been successfully used for certain specific limited adjustments; and in the approach to problems such as flood control, soil erosion or road construction, the engineering discipline will be applied on an increasing scale. The engineering plan is a matter for experts. The public exercises its influence on national destiny almost wholly through public acceptance or rejection of broad national policies.

There is always danger that we may adopt measures that will require too strict a discipline of too large a number of citizens. Prohibition was an example and the NRA shows signs of being another. These were national plans of the engineering or operational type, and in the absence of an enforceable death penalty, they had small chance of success. The people have a technique for throwing off discipline of this kind. The lesson is plain that national planning of the operation of industry, while practicable and necessary in certain limited centralized activities such as power and oil, is not technically suitable for general application to the nation as a whole.

The consent of the governed is the beginning and the end of a successful national plan. Before it can be adopted, the power to act must be obtained; anybody who wants to run the country has got to get control of power. Prophets who set out to save the world sometimes overlook the characteristic difference between detailed plans and proposed policies. A detailed plan of organization for a new social order cannot be sold to the public nor to Congress by anybody except, sometimes, by the president of the United States. For the rest of us, making detailed schemes is a waste of midnight oil. On the other hand, policies such as trust-busting, conservation or the income tax, minus their operational details, have been started by private persons and have been pushed forward by private discussion and approval until finally they have captured the power to act.

For persons who do not live in the White House, the field for useful public activity lies mainly in inventing, discussing, supporting or opposing the new general policies that may in course of time obtain the consent of the governed and exert an influence on the growth of the nation. When at last our discussions have generated enough steam in the boiler to make the engine go, then the government can pull the throttle and move forward while the steam lasts. No steam, no progress. For example, last spring, in fighting for the Securities Markets Bill, the New Deal used up nearly all the steam. No further progress toward the new social order is likely until the poisonous effects of the Wall Street gas attack shall have died out, and until the people shall have ceased to believe the bedtime stories about prosperity being just around the corner. As the present boomlet fades out and the universal talk about the New Deal continues, you may expect the steam pressure to rise again, and the administration can, if public opinion is favorable, start the next stage of the campaign,—the attack on economic insecurity.

The end of planning is likewise the consent of the governed. Those institutions and those laws alone will persist that are able to command the effective approval of the people. Not what the people ought to have but what they think they want will command their support. For example, the people want individual freedom in business; and they are dissatisfied with the ominous loss of it over the last thirty years. A plan for a new adjustment might offer justice to the oppressed against their oppressors, with efficiency of production and security for all; but the people want their freedom too, and if the new adjustment cramps their style they will throw it off. This fact is sometimes overlooked by conservatives and radicals. So with all plans for justice and efficiency, security and stability, the connection between the plans and the solid earth is this one thing. By fair means or foul, by reason or unreason, those who rule are those who can get and keep the consent of the governed. Any plan, however noble, that lacks a means of winning and holding the consent of the governed is floating in the clouds unconnected with the real world where history is made.

IN time of crisis new measures are required to bring the social order into a new adaptation to its changed environment. New measures disturb vested rights, and they must necessarily be born in conflict. The fate of a nation in crisis rests on a successful victory of the new over the vested rights of the old. Most often the victory is won with only sporadic violence and bloodshed; sometimes, however, the conservative party is able to block the changes, and the nation explodes into violent revolution. Violent revolution, like all forms of violence, with its prospect of emotional release and its illusion of easy victory, is a tempting prospect for those who are weary of the long struggle against inertia and stupidity. But after the first elation of bloodshed, the long struggle settles down again with new wrongs, new intolerance of reason, new horrors. There is value, therefore, in considering with all the intelligence we can muster, how the new social order may be established without forcing a trial by blood.

The price of peace is that we demand no more than we must have. The technical prerequisite for peaceful change is that, postponing all dreams of perfection, we set the line of battle so far to the Right that those who are on our side are able to overwhelm the conservative remnant. The conservatives and the radicals try to draw the line as far as possible to the Left. In countries where they are successful, the conservatives always win as long as the status quo can operate; when it can no longer run, it explodes. But if the changes that are immediately necessary can be so defined that only a few are left to oppose them to the bitter end, then the few diehards can be pushed aside. On the other hand, if by demanding everything at once we set half the people at odds with the other half, we shall risk the fate of the new social order on the uncertain outcome of civil war.

I suggest that the essential conflict for the next few years is

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between two unequal parties. On one side are all those who get their living by producing, distributing and selling goods and services: farmers, miners, laborers, the professions and the owners and operators of business and industry. On the other side are those who get their living by producing, distributing and selling securities, so called, and the paper that stands for speculation in commodities, capital goods and land. Our highly productive economic system cannot be operated under the control of those who deal in paper values. This is the basic fact of which all our troubles are an illustration. Industry and labor can fight over the red ink, but neither can survive unless the power of Finance is destroyed. High Finance must be reduced to an humble servant of production before this nation can have stable prosperity. That is the irrepressible conflict on the outcome of which lies the fate of our social order.

If we can organize the conflict across this essential battle-line, there is a chance for the American people to win their battle without a violent revolution. The power of Finance is money, much of which is now lost, and prestige, much of which is now shaken. The power of the people is votes, which they can use whenever they make up their minds, as they did in 1932 and as they will do again this year. If the people decide to tax away the power of Finance, there is no effective way of resistance. The balance of power is with those who stand between labor on one side and Finance on the other. Victory will depend on separating the balance of power from Finance, that is, making the middle group see where their interest lies. On the other hand, to define the issue so as to throw the great middle class on to the conservative side is to throw away the chance of victory and to condemn the nation to irrational chaos.

The essential immediate conflict is not between labor and employers nor between wages and profits. The NRA has unfortunately demonstrated not only the harm that may be done by injecting an irrelevant conflict, but also the fact that increased wages are not the answer. Some employers have surplus money, others are on the edge of bankruptcy. Employers as a class are not the men who hold the missing buying power. The categories of wages and profits are wrong categories for our present needs: they do not represent the classes of people and things that need to be readjusted first. The missing buying power is not in the hands of the wicked employers all the way from US Steel to the poor little tailor in the side street, but in the unspent incomes of those who have more than they can or will spend—whether they be stockholders or vice-presidents or speculators or prizefighters. So long as the present situation continues, the way out will be to lay hands on the unspent money where it is, not where it isn't, and to pour it into the wage fund through spending.

After the essential battle against Finance has been won and the great masses of unspent income are no longer allowed to accumulate in a few hands, there will be a fair conflict between labor and industry over the spoils.

The greatest danger that lies ahead of us is the danger that the American people may become confused in the fog of conservative and radical propaganda, may mistake the location of the battle-line, and fighting over irrelevant issues may wake up to find the New Deal a vanished dream and the old gang in the saddle, riding the nation again over the precipice.

In the battle of the American people against Finance the policies that will embody the necessary changes are those that will make the economic system operate in accordance with the technical resources, the necessities and the desires of our people. These policies will necessarily center in the demand for basic economic security, for freedom of individual initiative, for a tolerable distribution of income, for a reasonable degree of stability, and for an effective mechanism for relieving the unpredictable catastrophes that are part of any technological productive system. This is not the place to go into the necessary policies at length, but they may be mentioned in outline to sketch a picture of the territory over which we shall have to fight our way.

The main skeleton of the new economic policy will need to be made up of the measures for basic economic security—old-age pensions and insurance—and of the measures of redistribution—graduated taxes on incomes and inheritances. Preliminary to these was a necessary series of measures to weaken the power of Finance—the violation of the gold standard, the forced closing and opening of the banks, and the securities acts, with more to come if and as required. Similar measures to throttle speculation in commodities and in real estate are either on the books or indicated. Physical planning of public works and housing and the planning of extended cultural services are secondary offshoots of the main plan. Federal control of those industries that involve strategic natural resources or natural monopoly is obviously on the way, though not immediately essential. Federal control of the inflation and deflation of bank credit is already strongly indicated. Decentralization of ownership and control of the majority of industries is a vital policy, because by decentralization the central planning of production and prices is made unnecessary, and a reasonably free initiative is made possible provided the other conditions are favorably adjusted.

The answer to the problem of technological unemployment is stabilized expenditure for cultural services. The answer to the problem of free initiative without catastrophe is decentralization. The answer to overcapitalization and overequipment is economic security for small incomes and high taxation for large incomes. The answer to overinflation and collapse of the medium of exchange is federal control of bank credit. The other answer to some of these problems is Communism, but the answers that I have given are more probable because the American people, rightly or wrongly, do not like strict discipline.

THE general answer to the problem of plenty is cultural advance. Cultural advance requires not only security and plenty, but a wide range of freedom. The most fundamental objection to the Communist solution is that it is ultimately incompatible with the general solution of the problem of plenty. Communism, like Fascism and laissez-faire Capitalism, is a scarcity technique. None of them can survive in a condition of high productivity.

The necessity of finding our way into the new social order without falling into the general operational planning that is the method of Fascism and Communism is illustrated by recent developments. Progress, in a capitalist system, consists of building something new and efficient and bankrupting the old and inefficient. The birth of the new requires the death of the old. The amount of progress that can be endured is measured by the amount of capital loss and dislocation that can be imposed without starting a panic. The NRA code authorities have increased the sensitivity of business to capital loss and dislocation. The quantity of new investment that can now be absorbed has been made smaller than in the past, because the code authorities are conscious and vocal. But we were already struggling with the problem of restricting the amount of savings to the quantity that business could absorb without indigestion. Now the injection of a small amount of operational planning

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under national auspices aggravates the problem by increasing the sensitivity of business.

Under a more fully planned system of production, the sensitivity would be increased to almost 100 percent, as it is at present in the older government departments. Every job and plant would have a vested public right to continue without change or interference to the end of time. Any proposal for improvement would meet organized resistance from those who were threatened with dislocation. There ought to be a lesson for planners in the effects of the NRA. Some disagreeable social functions, like death and dislocation, are best left, so far as possible, unplanned by human agency. Being the Lord God Jehovah is no bed of roses. The bankers had their try at it and wrecked the country. The way of escape from the terrifying necessity of developing a new ruling group that would do better is to be found in decentralization of all the kinds of industry that can be decentralized.

In our thinking about the problems of the present crisis, we shall need frequently to reexamine our basic conception of what the economic system is for. The purpose of a highly productive system is not to increase its efficiency to the maximum possible. Our present system, with the necessary readjustments, can easily produce all the basic necessities of life with a small amount of labor. Beyond that, it can produce great quantities of material luxuries and cultural services, and still have a large margin for experimentation and waste. The upper reaches of perfect efficiency are of less value than are increased leisure time, greater freedom of action, and wider choice among the possible luxuries on the market. The fact that at present most people have no choice among any luxuries at all is irrelevant. At the moment, with industry still largely under financial control, the economic toothache fills earth and sky. The new social order cannot operate until the power of Finance is destroyed, so there is no use in attributing the present conditions to any future state that can endure. After the establishment of any system that can operate under high technical productivity, efficiency will be of small importance.

The people of this country cannot be contented until they have a system that will give them a high standard of living, with a fair amount of stability, flexible enough to meet new conditions, and able to adjust its unforeseen dislocations with a fair degree of success. When they have reached that desirable but imperfect state of salvation, the people will lose interest in any further improvement that interferes with their liberty of action. What they really want is just to be free from fear and to have a good time. To dream of imposing on them a state where freedom is willingly sacrificed to efficiency by people who are free of economic fear is to dream of the pathologic joys of throwing the baby out with the bath. In case the New Deal should fail and we fall into a violent revolution, we are likely to throw the baby, the furniture and ourselves out the window. But if we can win our way without an explosion into the new social order, we shall probably take with us into the promised land all the inefficient habits that we can carry.

Faced with the necessity of moving forward into an unexplored future, we are in need of vision; and wherever we may go from here we shall be led by men and women who see visions and dream great dreams. We need not fear to be led by dreams once more, for all we have and are in America has been built of dreams. By faith in their own vision our ancestors crossed the Atlantic and settled in the wilderness; by faith they pushed across the continent and up the Oregon Trail; and by faith they built great railroads and industries that have turned their dreams into everyday realities.

The kind of dreams that make history are the kind that picture to the mind of the seer those things that can be done on earth with the powers that are at hand and with the people who live in the real world under the sun. As an engineer, it is my job to make dreams incarnate themselves in steel and stone; and I venture to suggest the necessary qualities of the kind of dreams that build the future out of the stuff of desire. It is not enough that a dream should be beautiful and just and true. It must also have a fair chance at the luck. The incarnation of a dream depends on finding the men, the power, and the chance to act. The dreams that are worth dreaming are those that have odds that are worth betting your heart upon. The dream that we loosely call the New Deal is not exactly the same in your thoughts and in mine, nor in the thoughts of any of those who are directing its progress. But in its main outlines it is a dream that has a fighting chance to make itself into living history.

Before the crash of 1929 the main fortress of the status quo stood impregnable, the power of high Finance was mighty in the earth. We went up against it under Theodore Roosevelt, Wilson and La Follette, and were thrown back in disorder. The status quo was a workable system of business government, and as long as any status quo can be made to work it will hold its own. But now the status quo has exploded from within, the impregnable wall is breached, the mainspring of the old machine is broken.

But the old powers are only shaken, not yet destroyed. They can hit back and with vicious effect. They still have power to deceive the people, to finance great waves of propaganda, to buy elections, evade laws, corrupt governments. The battle is no easy victory, but a dirty, heartbreaking struggle.

THERE are some who scout ahead of the battle, exploring new country and bringing back stories about the possible roads that we might some day follow. Whether there is any chance that we shall go by those roads or not, their work is valuable. They help to give perspective, and to criticize those who are running the country and to make them pay attention to their job. But there is a certain danger in listening to the prophets who dream of far-off things that you cannot do anything about, especially at a time when real battles are being fought here on earth. If you can believe that nothing is happening now and that the real struggle is still in the future, then you can draw aside and retreat into the dream world where Communism makes faces at the wicked capitalist. There you may have the satisfaction of shrewd blows given and received in argument, and of having all manner of evil said against you falsely. But all these are shadows. In the real battle the danger is not that people will call us bad names and tell lies about us but that we may go into battle and, through our own weakness or through lack of your support or through the mistakes of our own friends, we may fail our country in time of storm and may be responsible for suffering and evil to come.

The battle is not between the New Deal and the Communist State. The Communist State is not concerned with anything that is happening in the United States. The battle is between the New Deal and the powers of Finance. If we fail, the financial powers will sweep back in a fascist revolution. They will attempt to run the economic system by the same principles that wrecked it in 1929 but with every avenue of criticism blocked and every safety valve wired down. What will happen when their boiler explodes again is not pleasant to think about. We had better win this fight now while we have a chance.

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# FERA and the Rural Negro

By ESTHER MORRIS DOUTY

*Case Worker, County Board of Charities and Public Welfare, Chapel Hill, N. C.*

DISASTROUS as the depression has been on the economic life of the Negro there is reason to believe that in rather unexpected fashion the business of relief, deplorable as it is, has brought changes in his condition and outlook in some rural areas of the South which may have far-reaching effect.

Take, for example, the situation in one of the poorer counties in the Piedmont district of North Carolina. Its rolling red clay hills have never produced abundant crops, and only occasionally has its small "sand-country" section, part of the old bright tobacco belt, yielded a fair return to its cultivators. Industry has scarce touched this county. Three textile mills, a furniture factory, and an excelsior plant, together with a few scattered sawmills, offer to the native population practically the only alternative to farming or personal service. Of the county's 21,171 inhabitants, 6904 are Negroes, most of whom wring from the harsh soil a meager living as tenant farmers. In 1932 about half of the Negro population, 3214 in all, received their living or at least part of it, from relief funds. During 1933 the same proportion continued to receive either relief allotments from federal funds or fairly adequate wages from the CWA. The rest remained on the farm or hired themselves as servants to the more well-to-do whites, meanwhile keeping a watchful eye on their neighbors on the government payroll.

This government support, free from any strings and extending to such a large proportion of the Negro population, has had certain definite results. It has produced, curiously enough, a slight rise in living standards. While standards are still wretchedly low, they are better than many of these Negroes knew during the prosperity era. No longer does Sam Johnson, colored, "chaw wheat bread only on Saddy nights." Government flour has taught him to scorn his familiar corn pone and to eat hot biscuits and light bread on the most ordinary of days. Indeed, the southern rural case worker hears time and again the complaint, "Miss, I ain't got nary a drap o' flour in the house—nothin' but cornmeal." Sam's children may once have run uncomplainingly about in tattered shoes and overalls, their only possessions in the way of clothing. Now they are exhibited to the case worker with, "Jes' look at that chile's shoes, an' he ain't got a change o' overalls to his name." And, justly enough, Sam's children get their "stout" shoes and change of clothing.

A highly successful canning campaign has done much in a dietary way for Sam's family. Sam's wife now adds some canned fruit and vegetables to the monotonous and unhealthful fare of fatback, sweet potatoes, biscuits and molasses. There is hardly a farm family, white or colored, on the relief rolls which has not received instructions in canning. The canning of fruit and vegetables was indeed compulsory for those farm families who wished to remain on the welfare list. The county's Farm Plan has aided a large proportion of the relief families to plant an almost adequate supply of vegetables for home use. Families on the Farm Plan were also required to sow wheat, an unusual procedure for many a colored tenant farmer. The raising of cows, hogs and chickens has also been encouraged. In this respect the family of Sam Johnson, Negro tenant farmer of 1934, is considerably better off than the family of Sam Johnson in 1928 with ten or twenty acres of cotton or tobacco and a small corn patch.

This somewhat better balanced diet has, of course, been an aid to health. The federal relief worker, moreover, keeps a close lookout for sickness in the family, and, wherever possible, provides medical attention. Thus, many a Negro who in former years would have passed from birth to death without entering a physician's office now comes to the Welfare Agency with the plea, "Miss, I got dizzy spells in my haid, an' I kain't work. Will you sen' me to the doctor?" In the important matter of childbirth, the doctor, paid from federal relief funds, often replaces the ignorant and dirty midwife, a fact which should have some bearing upon the maternity deathrate.

Sam Johnson, colored, is rapidly becoming conscious of the fact that he is a citizen of the United States. Some more affluent member of the Negro community who subscribes to a newspaper reads therein that the government is sending a large shipment of pork or butter or eggs for the needy of the county. Whereupon every Negro on the relief roll, and many who are not, eagerly awaits the "Meeting Day" (welfare distribution day) when he hopes to secure his share of the commodities the "guv'ment is sending to us pore folks." Not infrequently the case worker who, after investigation, turns down a request for relief hears the indignant protest: "The guv'ment sen's you-all money to help all us hard-up folks. I'se jes' as ontitled to it as the nex' one." The far-off federal government is losing its distance.

BUT probably the most fundamental change has come from the fact that the FERA has given a measure of independence to a group tied for generations to the white landlord by the urgent need of food and shelter. Many a landlord, because of this, opposes relief for any but those actually on the verge of starvation. One landlord frankly voiced a current attitude: "I don't like this welfare business. I can't do a thing with my niggers. They aren't beholden to me any more. They know you all won't let them perish." To a large degree this is true. Many a Negro feels that if his landlord is unfair or unduly harsh, he can leave and shift for himself. The Welfare Department will feed and clothe him in all likelihood just as well as his landlord. Many individuals undoubtedly take advantage of this situation, shrewdly realizing that the landlord is no longer the arbiter of life and death in rural areas.

Some of the landlords, of late, have begun indirectly to cash in on the FERA. They refuse to furnish their tenants anything but a house, land and perhaps a team. Rations are often no longer mentioned in the contract, and the landlord will not stand good at the store for so much as a sack of flour. "Why should I feed my tenants," a landlord asked the other day, "when the Welfare can look after them? After all, I pay taxes. Other farmers are taking advantage of this federal money. Why shouldn't I? I need all the money I can get for myself." Another landlord will say, "Sam, you'll have to get your food from the Welfare this year. I can't carry you; besides, if the Welfare furnishes your rations, maybe you can work off last year's debt to me." Argue as the case worker will, the landlord stands pat. His tenants can move, feed themselves,



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or get help from the Welfare office. Since a landlord who will "carry" his tenant is difficult to find, moving rarely helps the situation and as the tenant often cannot feed himself, the burden falls on the local relief agency. Although this attitude of the landlords is socially irresponsible and economically warped, it serves, nevertheless, to weaken further the chain binding tenant to landowner.

Bound up with these changes is a common complaint. "The niggers ain't worth a damn any more. Ever since federal relief and especially the CWA came in, you can't hire a nigger to do anything for you—the men nor women neither. High wages is ruinin' 'em." There is more than a grain of truth in the foregoing statement. Relatively high wages are undoubtedly ruining the colored folk—ruining them for a quiet acceptance of sub-subsistence pay, and ruining them for months of labor with only debt at the end of the year.

Perhaps the situation in this county is not typical. It may be that within its boundaries the Negroes receive more generous treatment than elsewhere. Perhaps in other sections the plight of the colored tenant is worse now than it was before the depression. But here at least something is happening.

It is impossible to say what the results will be, although several interesting possibilities suggest themselves. For large masses of Negroes living standards have risen slightly and the domination of the landlord has been weakened. These developments may make the Negro less willing to supply a considerable part of the labor force in a pauperizing tenant system. Large numbers may, it is true, become permanent charges on the community, and, in time, unsuited for economic activity. This would be a negative and unfortunate reaction. But the Negro may, on the other hand, find some way of cooperating with white tenants and workers to reconstruct his economic life on a basis that will provide decent living standards to all who perform useful labor. It is this reaction for which we hope.

# Life Insurance That Lives

By RAINARD B. ROBBINS
*Secretary, Teachers Insurance and Annuity Association of America*

DURING the year 1932 the preparation of more than a million life-insurance policies at a cost of from $5 to $10 each proved to be waste effort because premiums to place the insurance in force were never paid. During the same year ordinary life-insurance policies (individual policies other than industrial) to the extent of 60 percent of the amount of new business issued during the year lapsed without value for non-payment of premiums.

Many studies have been made as to the causes of this enormous waste. Life-insurance executives are fully cognizant of the facts. Anyone who can demonstrate a method of preventing even a considerable part of this waste has his fortune made. The purpose of this article is more modest. It is to compare results in the usual commercial life-insurance companies employing agents with those of another life-insurance company that uses no soliciting agents. The purpose is to see whether or not the methods by which life-insurance contracts originate have anything to do with their persistence. The non-agency company in question is a New York legal reserve life-insurance company that began business in 1918—the Teachers Insurance and Annuity Association. There is nothing unusual about the policies it issues, but applications are completed without the services of agents and *a policy is never issued until payment has been received for the first premium.*

Comparison was first made with thirty-six life-insurance companies that might be called contemporaries, as they began business in the years 1911–20 inclusive. In 1922 the amount of life insurance in force in these agency companies was on the average nearly twice as large as with the Teachers. During the next ten years also the average amount issued annually by the thirty-six companies was more than twice as large as that of the non-agency company; yet in 1932, at the end of the decade, their insurance in force averaged less. Otherwise stated, the non-agency company increased its business 83.7 percent of its new insurance; the agency companies, only 25.7 percent.

Similar data were then obtained for five large mutual companies doing neither an industrial nor a group-insurance business, the youngest of this quintet having begun business in 1858. The increase in insurance in force for the five mutuals averaged 40.3 percent of the issues for the ten-year period (against 83.7 percent in the non-agency company.) We should not, of course, expect the same proportionate increase in business in an old company during a given period as in a young company because of the call upon new issues to replace policies that have matured.

Another method of comparison is by application of a table of termination rates. M. A. Linton, now president of the Provident Mutual Life Insurance Company, has presented three scales of such rates, labeled respectively "good," "medium," and "poor." A "good" or low termination rate means the same thing as a high persistency rate. The five old mutuals failed to make that grade; but after fourteen years of operation the non-agency company had 11 percent more business in force than it would have had if the "good" termination rates had been operating and no deaths had occurred. The mutuals wrote 19,910 millions of new insurance during the same time but at the end of it the business on their books exceeded this amount by only $63 million, although this *total* included not only the policies that had persisted from the issues of the fourteen-year period, *but also the remnants of $7860 million of business in force at the beginning of the period from issues of the preceding half-century.*

Comparison was next made with the life-insurance written by savings banks of Massachusetts. Any citizen of Massachusetts may apply for $1000 of insurance with each of the twenty-one banks that have established insurance departments. During the ten-year period of comparison, the increase in insurance in force in the Massachusetts Savings Banks was 82 percent of issues, a figure so closely approximating that of the Teachers' company as to create a strong presumption that the favorable economic status of the policyholders in the latter was not what accounted for the persistency of their policies. Clearly when persons drawn from a fair cross-section of our population buy life insurance "over the counter," they buy it to keep. Massachusetts is to be congratulated for the services of her public-spirited citizens, led by Louis D. Brandeis, now justice of the United States Supreme Court, who insisted on making

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it possible for those who knew their need for life insurance to share in a more economical method of meeting it.

It is doubtless true that most individuals must be urged to arrange the protection that they need and that solicitation by commercial life-insurance companies is responsible for the American public being as "insurance conscious" as it is. Yet it is the methods of these companies which have led to the waste I have summarized and it is to be regretted that the Massachusetts plan has had their persistent opposition.

Why shouldn't those who know their insurance needs avoid participation in this waste? The development of facilities to serve them has scarcely begun. Doubtless there are many agents who would ask nothing more than a fair opportunity to demonstrate the relative merits of the agency and "over-the-counter" methods. Without question, under such an arrangement the agency companies would continue indefinitely to obtain the greater part of the business.

However that may be, the agency-using companies or agency organizations cannot be held solely responsible for the fact that almost all insurance is written through them—so long as the people who would gain by it fail to manifest an aggressive interest in developing a non-agency mechanism. Only organized interest in obtaining the advantages of such a mechanism can be expected to bring it about.

# Social Surveys to Date

By KATE HOLLADAY CLAGHORN
*Faculty of the New York School of Social Work*

JUST twenty-five years ago first appeared in print the Pittsburgh Survey, a study introducing a form of social enquiry which became so popular that by 1928 a progeny of 2775 in number had come into being as listed in the family bible—the Bibliography of Social Surveys (by Allen Eaton and Shelby M. Harrison, Russell Sage Foundation). Doesn't this quarter century point call for some sort of a birthday tribute? A few words perhaps about this type of study, its characteristics, its line of development, its prospects for the future.

The term "survey" had been used before, more or less casually, as the title of a social investigation, but for this enquiry it was adopted deliberately as a definite indication of a special character—an analogy with the "survey" of the civil engineer. "A group of social investigators has been blueprinting Pittsburgh," said Paul U. Kellogg in his first presentation of the results of the study (Charities and The Commons, January 2, 1909), and like the engineer's survey, the social survey relates primarily to a definite geographical area, gives all relevant facts in a structural relation to each other, and is intended to be of practical use in building up a community.

How was the study to be carried out? As stated by John M. Glenn in the introduction to Women and the Trades, the plan of the survey was:

> A careful and fairly comprehensive study of the conditions under which working people live and labor in a great industrial city and a fair public statement of facts discovered. It was hoped that these facts would lead to the prompt application of some practical measures whose value to the community would be readily recognized, and that with respect to such conditions as are firmly rooted in custom and convention, they would afford a basis for efforts to secure legislative or other remedies.

The main task of the social surveyor then was to prepare the blueprint, trusting largely to the client—the public—to see its significance and to go on with the building. This, of course, did not prevent the surveyor from entering into relations of conference with the public, from interpreting the facts, from evaluating the conditions shown as "good" or "bad," from giving some standards by which these evaluations were made, from offering definite recommendations for action. This in fact was done in the Pittsburgh Survey, not systematically or comprehensively, but in varying degree in the different fields and by the different surveyors.

In short, the standards are seen ranging along a sliding scale of reliability from individual opinions and impressions to the well-established results of research. Why this variation? Why should not a reliably established standard always have been used? Because in many fields of interest such standards had not been worked out. The problem was too difficult, and when the surveyor encountered it he too could not solve it,—he had to fall back on his own convictions or those of other people, his or their "common sense," or on the community standard, trusted in the original plan.

For instance, in the field of health, mortality and morbidity rates offered an objective measure of the health situation as good or bad, the results of medical research indicated causes of bad conditions and what measures could be counted upon to improve them. In the field of recreation, on the other hand, it was not so easy to show a direct connection between certain forms of recreation or the lack of recreation, and bad social conditions, although there might be a general conviction that there was such a connection.

ON the whole this method or lack of method was justified. Not by any means all of the convictions and conclusions we depend upon to guide us in our daily life come by way of strict logical proof, or the application of the scientific method. Life cannot always wait for that. In the case of the Pittsburgh Survey the full and detailed information about living and working conditions offered to the public, together with such interpretation and discussion as the surveyors felt like giving, made a deep impression, was a real stimulus to action, not only in Pittsburgh but in other communities, and actually did result in community betterment.

But in the development of the survey the question of standards was always cropping up, and the surveyors seemed to feel increasingly a need for supporting their evaluations and recommendations by some sort of proof. In the Pittsburgh Survey, in the study of recreation, no attempt had been made to show what or why "wholesome" recreation was desirable; in the Springfield Survey, made five years later, a plea for "wholesome" recreation was made on the ground of a connection between delinquency and other bad social conditions with "unwholesome" recreation or the lack of any. The connection was shown by the "look on this picture and then on this" method, which fails to meet some of the tests of scientific method, but at any rate the need was felt.

The Springfield Survey did make progress toward objective standards by a greater use of objective tests in the health field, and by a more extended use in an introduction into the field of education of tests of achievement worked out in edu-

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cational research. But on the whole, the difficulties in establishing objective standards in all fields were not overcome, and the subjective standards were left much as they were.

As the survey movement grew, there is seen a greater and greater limitation of topic to special fields in a given area. In the grouping of the 2775 surveys made in the bibliography, only 154 general social surveys are listed, while 625 deal with schools and education, 469 with health and sanitation, 296 are industrial, 155 are devoted to city and regional planning, 152 to delinquency and 112 to housing. This seems to indicate a desire for more intensive study of a field, and it is perhaps significant of a growing appreciation of more objective standards that the concentration is greatest in fields in which standards have been best worked out.

After a survey was completed and its results made public, a natural desire arose to see what effect it had had, how much attention had been paid to it, how far the community to which it was addressed, or other communities had carried its recommendations into effect and what experience showed as to the value of those recommendations. And so in the development of the survey we find follow-up studies to answer such questions. The best examples, perhaps, as well as the best standards, are to be found in the health field. The American Public Health Association devised an "appraisal form" as a measurement to be applied to cities to show how far they were carrying on public-health activities of already recognized value. It was not intended to be a measure of the effectiveness of the activities themselves, or of the public-health program as a whole.

But this further test also has been made in the health field. An example is seen in the studies undertaken by the Commonwealth Fund to test the results in community betterment in places in which child-health demonstrations had been carried on (see Children of the Covered Wagon, Warner and Smith, 1930.) A measurement of this latter type, if accurately made, may be found one of the most important steps in establishing a reliable standard. We may look upon the standards on which recommendations were based as hypotheses to be tested by experiment, and the carrying into effect not a final conclusion, but the experiment needed to verify the hypotheses.

SO far, then, the social survey as developed on the Pittsburgh pattern, is still primarily a description of conditions, with some degree of evaluation according to more or less objectively developed standards, and some amount of recommendation for action. It is to be noted, however, that practically no attempt has been made to establish standards through research undertaken within the limits of the survey itself. This was anticipated at the very beginning when Mr. Kellogg happily characterized the survey as a "diagnosis," by which "the survey takes from the physician his art of applying to the problems at hand standards and experiences worked out elsewhere" (The Social Survey, Department of Surveys and Exhibits, Russell Sage Foundation, 1912.)

It seems quite clear that in medicine, treatment and research cannot be effectively carried on together—one would interfere with the other. Could the social survey, originally a means toward social treatment, undertake at the same time the scientific research necessary for establishing objective standards, or causal connections, or social "laws"? Obviously not. And yet that is just what is being urged today for the survey. A standard textbook on social research of recent date states that "since 1920 the attempt has been made to make the survey a purely scientific study" (An Introduction to Social Research, Odum & Jocher, 1929) defining the post-1920 survey as follows: "The social survey may be said to be an objective, quantitative approach to a study of the social process within a well-defined area at a given time through one or more institutions, by means of the schedule and questionnaire, and the data thus assembled are treated statistically." And the authors adduce various sociological authorities to back them up. Again they say, if the survey "is inductive, objective, quantitative, comparative, and if sufficient accurate data are collected, classified and compared, so that trends and tendencies are indicated and generalizations deduced from the results,—is not its claim to scientific validity assured?"

Yes, perhaps; but what could be more unlike the survey itself, as organized and christened, than the above definitions?

THE social survey has used "induction" in a loose and broad sense from time to time, it does give an objective view of things, but its method is prevailingly and decidedly qualitative, and descriptive, it is not strictly comparative—far from it, uses schedules and questionnaires only incidentally, and for numerical description rather than for statistical analysis, and, in short, while admirably adapted to its own purpose, that of a diagnosis, is practically everything that a piece of statistical research is not.

But just as the physician's diagnosis is not original research, while connecting itself with research, so the social survey, as a social diagnosis, may connect itself with research, to use its results, and even to contribute something of value to research in its turn.

Just what can it contribute otherwise than by turning itself into a form of statistical enquiry? In the first place it can contribute its full and accurate collections of qualitative material. It must be remembered that the quantitative measurements prevailing in different sciences in differing degree do not give the whole truth about the things measured. They are abstractions from objective experience, taken as representing important and significant relationships, and arrived at by the exclusion of everything nonquantitative. But they are built up out of qualitative material, and what is to be taken for quantitative measurement as "important" and "significant," depends upon a rich knowledge of the qualitative.

The survey, then, by its detailed description of conditions, adds materially to the stock of qualitative knowledge needed to direct the way toward the quantitative measurement which is the aim of science. But this process cannot be hastened. Nothing is gained by a forced translation of the qualitative into quantitative terms. The results may add up, be comparable and so on, but the real value and significance may have been all strained out of them. We can all think of examples.

On the whole, perhaps the best advice to the social surveyor is to urge him not to listen to the voice of the sociological charmer who wants to snare him for the statistical field, but keep right on in his old path. In this period of widespread and fundamental change, our communities are more than ever in need of diagnosis. The social surveyor will, therefore, be called upon more insistently than ever. The need is immediate and urgent. We cannot wait for science to arrive at the complete and perfect answer to all questions. The social doctor must write his prescriptions on the basis of such knowledge as is available, he must keep demanding more and more from the field of research, he must urge the taking of his prescriptions as a step in research as well as a means of cure.

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# When Clients Are Set in Their Ways

By GERTRUDE SPRINGER

> *What can the relief worker do about:*
>
> *The chronic bad housekeeper who wastes or spoils a good part of the food order and makes loud complaints of its inadequacy?*
>
> *The woman whose rooms are so crowded with treasured trash that she has to keep her food supplies under the bed?*
>
> *The congenital gossip who continually runs to the office with tales about how others on relief lie and cheat?*

"IT'S a perfectly disgusting house and I don't think that woman should have a nickel's worth of relief until she cleans up. It actually smells bad." The young investigator's nose curled reminiscently.

Miss Bailey scanned the application form of the new family. "Common laborer—five children—nine months without work. Um-m. Must be a little thrift or courage or something along with the dirt else they couldn't have held out so long. Was the woman friendly and cooperative?"

"Oh, I suppose so. But that house—like a pigpen! I had a feeling—ugh—that it was just crawling. I didn't dare even look at the beds."

"Why should you? They weren't your beds," Miss Bailey put in mildly. "Don't worry about things like that until they get on you."

"But surely we'll make her clean up before we put in relief?"

"Make? Make? Make the mother of five who has weathered nine months of unemployment,—*make* her change her housekeeping habits? You are an optimist! And while we are making her change her lifelong ways, what about the children? What will they eat? Apparently she went to the last ditch before she applied for help."

"I know, but—it seems as if we ought to do something."

"We certainly ought and let's hope we can. But I don't believe that withholding relief is the place to start, do you? We might, by order, be able to force her to do a little surface slick-up, but that would only mean that she would hate us right from the first. She's kept house this way for years, and there is something to be said for the fact that the family has never before asked for help. As long as the husband worked their housekeeping was their own business. Now, because there isn't any work for him, it suddenly becomes our business. I don't know, but it seems to me we're a little late. If, when we know her, she seems to want to learn how to do better, we should certainly help her on the way. But we'll never get very far unless she herself has the idea."

"Well if I ever get one of those things on me I'll certainly tell her what she's got in her bed. Wouldn't you?"

"Frankly, no. But then you see I'm a burnt child. I discovered long ago that that is one piece of bad news that is a deadly insult in any walk of life. It just can't be told. The last time I tried it, years ago, the woman told me she'd never so much as seen one until social workers began coming to the house. She pinned them on me to the neighbors and for months I was poison-ivy in that whole building."

"Then do we do just nothing about such a house as this?"

"But what, as a practical measure, can we do? It's our job to see that this family is fed, clothed and sheltered. We have neither time nor authority to go beyond that unless they want us to. We can lecture if it makes us feel any better, and we can engage in the slow processes of suggestion and education, but with your case load what it is I shouldn't be too hopeful on that score. I'd do the relief job and be pleasant and courteous about it. And of everything else I should be as unaware as possible."

Seasoned case workers have learned the futility of trying to use relief as a club to discipline people into changing their ways, but the temptation to do so is strong for workers less experienced in the resistance of which the *genus homo* is capable.

"I don't blame our workers for their impatience with the chronic shiftlessness of people who have never had decent standards of home-making, and probably never will," says a supervisor in a city where traditional smoke and grime put a handicap on the best of housekeepers. "But because our standards are different gives us no right, as I see it, to use the power of relief to force them to our ways. And to be critical only arouses antagonisms and blocks any possibility of influencing a change or injecting new ideas.

"Our most trying cases in this line are the congenital bad managers who complain bitterly that they cannot get along on the food order but who stubbornly resist any effort to teach them how to do it. They fight against the budget or any idea of systematic management as though it were some deadly disease. We have such a case on hand right now and so far we don't call it a triumph. This Mrs. Simpson is a terrible housekeeper who has driven all of us frantic with her complaints. We're not especially proud of the adequacy of our food orders, but we know that the necessary elements are there and that hundreds of families manage on them. After a good many skirmishes we persuaded Mrs. Simpson to let us send in a visiting housekeeper to demonstrate the best use of the foods provided. But unfortunately this housekeeper, who ought to have had better sense, arrived at the back door and took a good look at the garbage pail on the steps. Her greeting to her new client was a bawling out for a mess of burned oatmeal that graced the top of the receptacle. One word led to another and it ended by the housekeeper going out the door at the end of a frying-pan.

"WE next tried to get Mrs. Simpson to join a group of women at the nearby settlement who were making their own experiments in food-order management. But she had a hate on the settlement and wouldn't go near. It was a pity too, for these self-managed groups have accomplished wonders,—the women will take advice and teaching from each other that they'd choke before they'd take from us. We have now planted the idea that Mrs. Simpson should organize a club of her own in her own tenement building to try out recipes and swap experiences in food management. I don't know how it will work, but we have to keep trying. If we can



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*DAY by day situations in busy relief offices have been tapped by The Survey for a series of articles of which this is the sixteenth. The discussion has been drawn from experienced supervisors in various parts of the country. The series to date is now available in two pamphlets,* Miss Bailey Says . . . *(30 cents each, postpaid from The Survey. Less in quantity).*

once get it into her head that it is an achievement to manage on the order, that only really smart women can do it. . . . Meantime we've arranged for the children to get a hot school lunch and we're trying not to worry about what we can't help."

Another variety of housekeeper whom the home visitor occasionally encounters to her sorrow is the hoarder, the woman who never throws away anything and whose rooms are stuffed with broken dishes and furniture, rags, old newspapers,—everything under the sun, and who lives in a confusion beyond description.

"ONE of our visitors has shown real talent in dealing with a hoarder," reports a supervisor in a New England city. "The rooms, she said, were incredible, every cupboard and shelf jammed, every hook loaded, every chair and table stacked with trash. There was literally no place to put anything. Food supplies were kept under the bed. The visitor didn't scold—thank goodness we have at least one who realizes how little good that does—but showed herself interested in what these things mean to the women and why she had such an accumulation. In the course of two or three friendly, uncritical chats the woman admitted, somewhat to her own surprise I think, that the stuff didn't mean anything to her. It had gradually accumulated until it got so far ahead of her that she didn't know where to start to get rid of it. The visitor drew a little plan of how the rooms could be arranged if the truck were cleared out, and slipped in an extra visit or two to help the woman get started at it. At the first signs of progress the woman was so encouraged that she went at it tooth and nail and within a month the place was orderly and livable.

"Of course it doesn't always work like that. Sometimes hoarding indicates a mental condition with which only a psychiatrist can cope. We have had one or two instances where we have been obliged to call in the Board of Health—a last resort always. Sometimes a piece or two of new,—well, second-hand new,—furniture will serve as an incentive to a weeding out, though more often they're just another place to put things. But in any case we know that scolding or ordering does no good. If we can't suggest and persuade we'd better let it alone."

Another occasional little way of clients that is a thorn in the flesh of relief workers is that of minding other clients' business, easy to do these days when poverty has no privacy, when the home visitor is preceded down the block by a children's chant, "Here comes the grocery-order lady."

"We can bear the people who complain of us better that we can the ones who complain of each other," grumbles the supervisor of a city district. "We know that unfortunately some of our clients do lie and cheat and that there is quite probably some truth in the tales that the busy-bodies bring us. But we obviously can't encourage one client to sleuth on another, although we have to watch our step a little else the charge of accessory will be laid on our doorstep. Our practice is to listen to the tale and take notes. Then we list the charges, 1, 2, 3, 4 and so on. Usually they're just gossip with little real evidence. We point this out and explain that while we have to be alert to unnecessary expenditures we can only act on exact, fully substantiated facts and figures. If the complainant can produce these, will sign a statement and stand back of it we will consider the case. The suggestion of signing usually scares him off that particular case though he'll likely be back in a few days with another one. We listen two or three times, then refuse to hear any more. We can't refuse a hearing or two to a tale-bearer but so long as we give him importance so long will he persist.

"Officially we disregard these stories, just as we do anonymous letters. But I must admit, and I suppose this is an ethical lapse, that we do hold them in the back of our minds in observing the family. Sometimes they substantiate doubts of fair dealing which we ourselves have had, and again we recognize them as plain spite. We weigh them only as they are related to our whole knowledge of the family."

Many social workers are becoming increasingly impatient with the idea that the administration of relief constitutes a franchise for the general reform of the manners, morals and habits of the unemployed who until economic accident overtook them managed their lives to suit themselves. "Who are we to sit in judgment?" they ask. "What if our own personal habits were put under the spotlight to which relief subjects these people? How well would we come off? And how deep is our real concern over the bad housekeeper? If her husband got a job tomorrow and the food order no longer gave us power to walk into her kitchen, how long would we worry ourselves about her slack ways? We evidently didn't worry very much before we had that power.

"To use the necessity of relief as a lever to force people into new ways is to spend our energies futilely. We have plenty to do on the relief job without undertaking to recast the habits of people who are helpless to make that retort which would be only human,—'Mind your own business.'"

# Minimums

By IRA S. WILE

MINIMUM is a long word for a trifle.

Wage is a short term for a little more, unless it refers to the wages of sin.

And the country is rejoicing over a minimum-wage code for industry. There is much talk concerning reduced hours. You can reduce the gold in a dollar but you can't reduce the minutes in an hour. Still they say time is money.

And that explains why people buy on time—but don't pay that way.

Minimum pay for maximum work in shorter hours will help national stability.

It sounds more reasonable than maximum pay for minimum work in longer hours.

What is really needed is a maximum wage and minimum maximum hours.

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# THE COMMON WELFARE

## Go to It, Ladies

"THE appalling thing about consumers," says Henry A. Wallace, secretary of agriculture, "is not only the slowness with which they get going but their incredible relentlessness when they get started." Consumers did not get going in time to save the Copeland Bill to extend federal control of food and drugs. "But," says undersecretary Rexford G. Tugwell, "the efforts of the administration to secure a satisfactory law have not ended. They have only begun." Consumers, it appears, are going into action and if they prove as relentless as Secretary Wallace believes them to be there is a good chance in the next Congress for a bill stronger than the battered version of the original draft that was reported out of the Senate Committee on Commerce and then left to die.

Ten of the largest and most important women's organizations in the country have now enrolled for the fight. They are: General Federation of Women's Clubs, American Association of University Women, American Dietetic Association, American Home Economics Association, American Nurses' Association, Medical Women's National Association, National Congress of Parents and Teachers, League of Women Voters, National Service Star Legion and National Trade Union League.

The membership of these organizations represents a lot of consumers, enough, if they are sufficiently "relentless" and if we know our politicians rightly, to get almost anything they want. The degree of their relentlessness, the extent to which they turn organization endorsement of a proposed law into positive individual demand for its enactment will, in all human certainty, determine the immediate future of this legislation in the interest of the consumer.

## Movie Consumers

FUNCTIONING as organized consumer groups, Catholic, Protestant and Hebrew church bodies have recently joined in a demand that the motion-picture industry provide "wholesome entertainment" and a plea to their members "to refuse to patronize objectionable films." Strong opposition to block booking and blind buying are also expressed, particularly in the statement adopted last month by the executive committee of the Federal Council of Churches.

A gathering of 50,000 Catholics from fourteen northern Ohio counties, met to welcome an Apostolic delegate, took the pledge of the League of Decency, vowing to shun indecent and immoral movies, and greeting with a thundering "I do!" the question put by the presiding officer: "Do you resent the answer of the motion-picture producers that they are giving you what you want in these pictures?"

The Central Conference of America Rabbis voted to appoint a special committee to cooperate with other religious groups and civic bodies "in bringing home to motion-picture producers their responsibility for taking immediate steps to elevate the moral standards of pictures."

Since the publication of the Payne Fund study, showing how movies, particularly those relating to sex and crime, impress youthful minds and encourage delinquency, there has been growing criticism of Hollywood's output by parents, educators and social workers (see The Survey, May 1, 1933, page 245.) The apparent effort on the part of some producers to clean up has been accelerated by the action of the church groups. Plans to film several sensational stories, movie rights to which had already been purchased, have been abandoned. At least two films are being "revised" before being shown to censor boards or the public. That the attitude of the consumer may have sharpened the discernment of those in a position to safeguard his interests is suggested by the action of the New York State Board of Regents, which refused to grant a license for one of these, a new Mae West film.

There is cause for rejoicing in the evidence that even the hitherto thick-skinned movie industry is responsive to consumer opinion vigorously expressed and backed by a threat of disciplinary action.

## The Emergency Is Over

INEXORABLE facts have brought leaders in high places to public recognition of the plain truth that relief of destitution is not an emergency but a long-time public obligation which must be faced realistically. The rapid rise in relief requirements all over the country with no sign of the usual seasonal summer drop, has brought up short those practitioners of expediency who have steadfastly held that "this thing will work itself out."

"We cannot continue our present expensive and unscientific method of relief," says Mayor LaGuardia of New York. Makeshift methods of financing and hand-to-mouth borrowing bound sooner or later to impair the city's credit still further, must give way to sound budgeting as a basis for long-time planning. That the mayor was not just talking was indicated when he called in council some fifty of the city's civic and business leaders and put all his cards on the table. The results of this conference are now being formulated into a plan which will, without doubt, call for new and drastic forms of local taxation. That such taxation will be so unpopular as quite possibly to cost him a second term in office is a contingency which the mayor frankly faces.

In New Jersey and in New York the State Emergency Relief Administrations have taken the lead in asking for measures which will wipe out the unrealities of further emergency handling of relief and will put it on a permanent basis where economies of administration and improvement of practices may be effected. As a first step in New York, the TERA has requested Governor Lehman to appoint a nonpartisan committee of experts to investigate and evaluate the present system with a view to legislative action next January. The Administration, says its executive director, Frederick I. Daniels,

> is frankly alarmed at the huge costs of relief. It does not question the need, nor does it sidestep the fact that allowances for individuals are woefully inadequate as compared with a normal level of living. It does question, however, the method and use of these huge funds through the present system.



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That direct relief is not "the American way" of meeting general unemployment distress is the conclusion of Harry L. Hopkins, head of the FERA, a conclusion which recalls the old story of the man who couldn't be put in jail—but there he was. Mr. Hopkins believes that some other answer than better relief must be found for the 16 million people now on relief. He envisages the answer as a combination of unemployment insurance, "pensions" for the unemployable, the decentralization of industry so that people may supplement their industrial income from the land, and a regular "fluctuating" appropriation for public works. "Coordinating public works and the people is one way of settling the unemployment problem."

In another four months we will go into the sixth winter of unemployment. High time certainly to stop equivocating about an emergency and to face the situation for what it is.

## Hail to the Chief

IT is altogether fitting at this time, with developments in the field of public welfare on the eve of a great advance, that Grace Abbott, chief of the US Children's Bureau, should have been appointed to the new professorship of public-welfare administration at the University of Chicago and to the editorship of the University's Social Service Review. It is in effect only a transfer of her distinguished qualities from one form of public service to another. But to that legion which has long rejoiced in the expression of her vigor and genius for instigation through the Children's Bureau the loss to the Bureau is hard to reconcile. Miss Abbott has directed the Children's Bureau since 1921 when she succeeded Julia C. Lathrop, its first chief. But for years before her appointment she had been so closely associated with it that there are few of its achievements that do not bear the marks of her deep human insight and of her competence and courage. She has never denied a responsibility nor shrunk from a challenge. Frances Perkins, secretary of labor, announcing Miss Abbott's resignation, expressed an appreciation of her which everyone who knows the work of the Children's Bureau must echo:

> Miss Abbott is one of the most distinguished women in America, with a scope and authority in the field of public welfare and a concentration upon the problems of children which have made her leadership in this field of great value not only to the government, but to private social agencies everywhere. . . . She has put the Children's Bureau upon a firm foundation from which I believe its useful work can be continued. The Bureau is increasingly effective largely because Miss Abbott has insisted upon its development in the direction of contacts directly with the people affected by the problems studied. The reports, the advice, the progress emanating from the Children's Bureau under her leadership have raised the standard of life for the children of this Republic immeasurably, and there are thousands of people who will not be able to join in any public expression of gratitude who nevertheless owe enormous benefits in their own lives to her intelligence, character, force, and social-mindedness.

## Extra, Extra!

PROTECTION for the half million girls and boys who sell papers on street corners and deliver them from door to door is sought in the amendment to the graphic arts and daily newspaper codes, on which hearings were held in Washington last month. The amendment would permit the employment of boys 14 to 16 years of age three hours a day between 7 a.m. and 7 p.m. in winter, 6 a.m. and 8 p.m. in summer. Boys between 12 and 14 employed when the amendment becomes effective could continue in the work. It would eliminate younger boys as newsdealers and all girls under 18.

The only publisher to speak in favor of the amendment, David Stern of New York and Philadelphia, viewed it as a benefit to the boys, the community and the adult unemployed. Walter J. Parker of the Chicago Herald and Examiner stated that of the 7500 newsboys he employs, "not more than 300 handling evening papers are under 10 years of age," and perhaps 100 handling morning papers are under 10 years; that about 1000 are under 12 years. Most circulation managers insisted that "boys are no good for sales work after they reach the age of 14." On cross-examination by a representative of the Labor Advisory Board, this was invariably broken down into an admission that the present rate of pay does not attract older boys. Assistant Secretary Arthur J. Altmeyer of the Labor Department stated that the newspaper industry "is responsible for the largest single pool of commercialized child labor in the country."

Perhaps the most eloquent argument in favor of the proposed amendment was that telegraphed by Warden Lawes of Sing Sing, who was unable to appear at the hearings. His message read, in part:

> Recently I had a census taken here in Sing Sing to determine the number of inmates who had sold newspapers in their youth. The examination showed that of the 2300 men, over 69 percent had done so. . . . These figures support my contention, based on nearly thirty years experience, that juvenile delinquency and so-called criminal tendencies are largely the result of detrimental influences and associations that can often be corrected. . . . There is certainly enough labor available to the publisher at wages he can afford to pay so that the employment of children under the ages of 14 for boys and 18 for girls cannot be justified.

At this writing, no action on the amendment has been taken by the code authority.

## His First Hundred Years

ON May 25, Adam Meister, the first district visitor of the first Charity Organization Society in America, was one hundred years old. On the day the Buffalo COS opened its pioneering doors in 1877, Mr. Meister began his work. Forty years later, in October 1917, he was retired on half-pay and has lived since then with a daughter a few miles from Niagara Falls, at Chippewa, Ont., where he is easily the first citizen. Hale and hearty (see frontispiece) he seems almost fit for another century. The Survey joins in hearty birthday wishes and prints with pleasure this sonnet to Mr. Meister, written by Frederic Almy, secretary of the Buffalo Society from 1894 to 1921.

Adam of Charity are you;
First of the long, illustrious line
Of those who head and heart combine
To serve our country's poor. And, too,
The Adam of the men who knew
That the soft heart, most truly thine,
Must keep soft-headed work in line
To aid the poor with service true.

Organized charity, they claim,
Is cold. The critics little know.
Organized love is but the same.
Purged of the faults of long ago
Our modern work redeems the name
Of Charity, which blundered so.

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# UNEMPLOYMENT AND COMMUNITY ACTION

JOANNA C. COLCORD

**This department is an emergency information service to public officials and to members, executives and supervisors of citizens' committees. News of interesting developments will be gratefully received by the editors, Russell Sage Foundation, 130 East 22 Street, New York**

RUSSELL H. KURTZ

## "3-Point Plan" Developments

1. Rural Rehabilitation. On April 23, Assistant FER Administrator Westbrook called the attention of state directors to the fact that they have complete discretion to pay cash wages in rural areas "where it appears desirable to do so, bearing in mind the general objective of the rural program to provide rural rehabilitation wherever possible instead of work relief." A release from the FERA on April 21 says that cash requirements of clients are to be supplied in rural regions "as far as possible through work on public or private projects." Advances to provide homes and land, garden tools or equipment, seed, feed, fertilizer and livestock, are to be repaid by "toll from gardens and other surplus foodstuff which might be used by the relief administration, processed or handwork products needed in relief work," and by work on community projects.

A special angle on rural rehabilitation comes from *Maine*, which has allotted $100,000 for relief and equipment for distressed fishermen along its coasts; and from *Florida*, which has requested thirty-six county administrators to forward information as to the number of fishermen on relief, and the additional amount of equipment which would enable them to resume fishing operations.

*Texas* expects an allotment of 100,000 dairy cows, which are being purchased on a large scale by the SRC in the drought regions of the Northwest in order to prevent their perishing from hunger and thirst. These animals are to be sold by the Texas Relief Commission on very easy terms, including repayment in kind, to relief clients and other persons of small income who will agree to use the dairy products for their own subsistence only. The Commission emphasizes that the same consideration should be given in the rural rehabilitation program to home-owners in need of relief, as to non-home-owning share-croppers.

2. Stranded Populations. Present plans are to decentralize the management of cooperative farm communities for the benefit of stranded populations by making them wholly the responsibility of state ERA's. Although announcement was made by the Associated Press on April 22 of the formation of a central holding corporation within the FERA to purchase these lands, this statement is erroneous. State holding corporations will, however, be formed for the purpose. The SRC, to which $25 million was allotted in January by PWA for the purchase of submarginal agricultural lands, will act in this respect as the agent of other arms of the government, and will not be concerned in the FERA's "stranded populations" program. The "subsistence homesteads" of the Department of the Interior are a separate project entirely, financed from other funds and on other terms than the FERA program, which up to the present is in operation only in Trinity County, Texas.

Assurance has been given in public addresses by the President and the FERA administrator that no coercive methods will be used to induce "stranded populations" to migrate elsewhere.

3. Work Division (urban). Some modifications have already been made in the FERA rulings as to wages. State ERA's were given telegraphic instructions on April 25 to "intervene and modify wage-rates established by local administrations where evidence is presented that such rates are not in fact the prevailing rates."

*Connecticut* instructs local work directors to give the worker any benefit of fractions of a cent which occur in deriving hourly wage-rates from weekly rates; and further directs that "as a matter of good business and sound economy, you should put on direct relief those persons who cannot or will not give a good day's work for the pay they receive."

In establishing the "prevailing" wage rates in a community, the *New York* TERA suggests as guides "(1) the wages actually paid on public work during the past two years, (2) data obtainable from the State Labor Department Board of Mediation as to wage rates in the locality, (3) wages actually being paid at present in public and private employment."

A complete occupational classification of persons on work relief is to be made at once, and a campaign instituted in cooperation with the NRS and the New York State Employment Service to get as many of them as possible reemployed in normal industry, with the double purpose of reducing the burden on relief funds and preventing the development of an attitude among emergency workers that work relief is "a permanent form of employment which makes it unnecessary for them to search for regular jobs in industry."

*Illinois* has combined work relief and rural rehabilitation into the Work and Rehabilitation Division of the IERC, with Acting Administrator Arthur K. Lord in command. Included in the new division are women's work and the emergency educational program. Detailed rules have been drawn up for the appointment and procedure of Wage Rate Committees, establishing the binding nature of their findings on local administrators.

Two interesting work-relief developments have been reported from *Florida*. The colleges of the state have been authorized to select 125 needy students from among their upper classes, who will be given two months' employment during the summer on special projects. They will receive $200 each, $30 of which will be paid them while they are working, the balance remitted to them in eight equal installments during the ensuing college year.

A somewhat similar plan, known as the "escrow system," is to be applied to regular work-relief wages in Florida. Persons will be assigned to uninterrupted periods of work, during which their earning in excess of certified budgetary needs will be placed to their credit, and issued on the basis of weekly budgetary requirements after the completion of the work assignment until the credited earnings have been used up, when the client will be eligible for re-employment.

Much uncertainty is reported from *Massachusetts* as to the effect of the new wage rates. The maximum of 24 hours a week at the "prevailing rate" of 50 cents an hour for common labor will produce an income considerably below the budgeted home relief now being provided in many communities of the state; and the Boston director of welfare is quoted in the newspapers as saying that no man from his lists will be forced to take work which will produce less income than the relief he is now receiving. Whether or not low earnings in the work division will be supplemented by relief from public welfare departments is a controversial subject in Massachusetts, with wide differences of opinion appearing between the State ERA and local public welfare administrators.

On May 10, spot information secured from 38 states showed that in 22 of them, less than one third of the total families under care had been placed upon work relief. In this group were the important industrial states of Illinois, New Jersey, Ohio, Michigan and Pennsylvania. Michigan and New Jersey reported sharp increases in prospect, Ohio was noncommittal, but Illinois and Pennsylvania saw no hope of increasing the proportion on work-relief unless funds were forthcoming in greater measure. About one third of the states heard from reported lagging work programs due to insufficient funds. Others reported delays due to difficulties in providing suitable projects, in getting localities to finance the purchase of materials, in arranging for workmen's compensation coverage, in locating enough skilled labor within the relief lists to make certain projects practi-

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cable, in adjusting wage rates, and in rebudgeting and recertifying the many applicants.

## News From Two Cities

CUYAHOGA COUNTY (Cleveland) O., has joined the growing list of cities that are trying out cash relief. With the Ohio Relief Commission's sanction, the county ERA put one of its thirteen urban districts on an all-cash relief basis on May 1. The food-order system in the remaining districts has been liberalized to allow greater freedom of selection to those still on the order system, pending a study of results in the experimental cash district.

The resident homeless men under care in this county are to have the opportunity to grow a part of their own foodstuffs this summer on two large farms just outside the city limits. Men from Wayfarers Lodge are selected on a case-work basis for assignment to these tasks.

*Baltimore* has encountered so many difficulties in the operation of its central Rent Bureau (see The Survey, May 1934, page 170) that it has decided to abandon it. Reasons given: high operating cost, delay in getting tax allowances credited to the landlords at City Hall, and misunderstandings between landlord and tenant. In the future, rent orders will be issued by the districts, with benefit of counsel from a small staff of realty accountants at the main office.

The Baltimore ERC has been under pressure from several sources to trim its relief costs and to tighten up on intake. FERA officials have completed a study of the local situation and have made recommendations that expenditures be lowered. At the same time, it notified Maryland of its tentative intention to bear no more than 50 percent of the total relief costs in the future. The reaction within the state has been a mixture of resentment at this course and grim determination to force relief costs down to pre-FERA levels. The Baltimore ERC, caught between these forces, is attempting to preserve its levels of adequacy while effecting a housecleaning within its caseload. Despite the turmoil into which it has been thrown, it is going forward with its experimental installation of the all-cash relief system in several districts.

## Workmen's Compensation

THE question of compensation for injury to emergency workers continues to plague state ERAs, which under CWA had become accustomed to this cost being borne by the FERA. Now that federal relief funds may no longer be used to pay premiums, different methods are being adopted to get around the very serious difficulties by the new policy.

*Florida* directs, pending a definite plan, that injured employes be cared for generously, but on a direct relief basis. *Illinois* follows the same method, but stresses the primary importance of its safety campaign in addition. A Workmen's Protection Department has been organized to coordinate preventive measures, furnish forms and investigate serious accidents, and handle all matters of claims or suits against the IERC. *Massachusetts* has a bill pending to authorize cities and towns to furnish insurance coverage. *Minnesota* leaves it up to local subdivisions whether to insure or "assume its common law or statutory liability." *New York*, which has secured special enabling legislation on this point, makes a distinction between temporary and permanent disability. Temporarily disabled employes are to be carried on a basis of full budgetary relief and medical care; while in case of death or complete or partial permanent disability arising from *occupational disease* or accident, "the administration may provide such allowance as it may deem proper," but not to exceed $3500 inclusive of funeral expenses. The administration's decision is not to be subject to appeal or review. A "disability fund" is to be set up from funds set aside from each allocation of work-relief wages, in a proportion to be determined by the comptroller of the state and the chairman of the TERA.

One state, which prefers to remain unnamed for the present, is setting up on the basis of its experience with CWA a reserve fund of one percent of payroll. Injured employes are to be carried on an "injury payroll" set up with this fund, under prescribed regulations. Expenditures will be nominally charged to relief or medical care as the case may be.

Under the law of *Virginia* any employer who neglects to insure under the state's workmen's compensation act, becomes automatically self-insured. The VERA has firmly held that this law applies to local authorities carrying on emergency relief works. Resultant intimations that some municipalities might discontinue work relief altogether have been met by the statement that in that case the VERA might grant no further assistance to such communities in carrying their home-relief burden.

## Consolidating the NRS

THE National Reemployment Service was set up within the US Employment Service in August 1933, primarily to serve the needs of the PWA. When FERA in November set up CWA, the NRS underwent rapid expansion in order to take on that additional task of placement.

By December 31, 3320 NRS offices (in addition to 150 state employment offices) were in operation, and nearly every county had one or more available. About 18,000 persons were engaged in their operation when at this maximum number. Out of 10,131,454 persons registered prior to December 31, 1933, 3,207,732 had been placed. Most of the placements were on PWA and CWA, but a substantial number had been placed in private industry.

With the curtailing of the CWA program, the pressure on NRS began to lessen, and the staff had been reduced by the first week in May to seven thousand. Staffing the NRS offices was continued through April by CWA as an uncompleted federal project, to give time for further demobilization.

State reemployment directors have undertaken careful districting of their states, consolidating county offices and placing the offices to be retained so as best to cover the whole territory. From these employment centers, it is planned that officers may be sent into outlying sections of the district to set up temporary headquarters for registration and placement when a project is opened requiring such special service.

While Works Division employes will presumably be given their assignments directly from the relief offices, they will be required to keep registered for regular jobs through the employment service; and it becomes a matter of importance not only for the PWA, but for the relief administrations, to have NRS continue to function on a nation-wide scale.

Funds are available to make this possible on a reduced basis up to June 30, 1934, the end of the federal fiscal year. The recent appropriation by Congress of $3,700,000 to the US Employment Service becomes available after July 1, and will provide for the US Employment Service and for apportionments to state employment offices.

To maintain the NRS as an additional emergency service, on its newly districted basis, will require an allocation of funds from the PWA during the period beginning July 1, 1934. Plans in this direction are now in process.

## Relief in London

NOW that the largest city in America is embarking on the use of cash relief, it is interesting to learn that the only city in the world which is larger than New York has been increasingly using this form of home assistance.

A recent report of the Public Assistance Committee of the London (England) County Council stresses the fact that the use of cash relief in "able-bodied cases" has increased threefold in the past three years. Seventy-one percent of the relief given in recent months was in the form of cash. Comment is made as follows: "It is frequently urged that a good housekeeper can make a better use of money in the purchase of food than of food tickets, and we have indicated to the local subcommittees that in suitable cases relief should be given in cash rather than in kind." Insofar as relief in kind is still given, it is "obtainable through the local tradesmen included on the panels approved by the local committees." The last of the "out-relief stores" or commissaries were closed in 1932.

The Public Assistance Committee operates through ten local committees and ninety-four district subcommittees, the latter being charged with the responsibility of deciding what assistance shall be

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rendered in each individual case. In each district is a "relieving officer" who takes applications and gives such emergency relief as is necessary. Then:

Every application for relief must be reported by the relieving officer to the next meeting of the district subcommittee operating for his district and he is required at the same time to report the result of his enquiries into the case and the action, if any, which it has been necessary for him to take. He must also inform the applicant of the date and time of meeting of the subcommittee in order that he may be present thereat. In any case in which an applicant for relief is unable owing to old age or infirmity to attend before a district subcommittee, a report by the district medical officer is submitted with the application.

An applicant normally attends before the subcommittee not only on the occasion of the consideration of the first application, but also on each subsequent occasion when the question of the renewal of the order for relief is under consideration.

The subcommittee may decide that there is no destitution, and assistance cannot in such cases be granted. Where there is destitution the relief afforded may be either outdoor relief (cash or kind), medical relief (medical attendance, medicines, surgical appliances, etc.) or institutional relief (admission to an institution, hospital, children's home.)

The average weekly number of cases cared for during 1933 was approximately fifty thousand.

The County Council, predominantly Conservative until the March elections, has now fallen into the hands of the Labour Party. American observers are wondering what the effect of this will be upon the relief set-up.

## Reorganization

*FLORIDA'S* relief administration has been revamped recently along tighter organizational lines. The 67 county relief administrations have merged into ten new regional areas. Staff departments in state and regional offices communicate directly on functional matters, but the line of administrative authority runs from the state ER administrator to the corresponding executives in the regional offices.

This development in Florida is of particular interest because of the unusual degree of FERA control in that state's relief affairs. A similar development in another FERA-controlled state, *Kentucky*, points up this observation. There the "expensive plan of administering aid through 120 county committees" is to be supplanted by one in which there will be only 39 "compact administrative units," according to a press despatch. *Colorado* is being reorganized along somewhat the same lines.

## "Stranded Populations"

MUCH is being said and written in this country about the problem of communities which have been built up around a single industry that is now dead beyond recall. The British, in their mining areas, have been aware of this problem for many years; and The London Times presented in March of this year a series of excellent and timely articles by a special correspondent, called Places Without a Future—the Burden of Durham.

County Durham, in northeastern England, is a soft-coal area. At present, 37 percent of the population is unemployed, and in some sections the percentage runs up to 75. From 74 to 84 percent, having been out of work over six months, have exhausted their right to unemployment insurance benefits and are receiving meager support from the "dole." This and the "means test" (investigation of financial resources of applicants) "color the whole sky for a man out of work." There is no sheer hunger; but there is apathy and undernourishment. "We go for walks and we dig in our gardens," one man said, "but mostly we sit about."

The mining towns are "black-marked by those straight streets of featureless houses (with outdoor privies and no conveniences) which the colliery-owners of the nineteenth century left as perhaps their worst legacy to the present day." Overcrowding is comparable to that of London's East End.

The Times makes editorial recommendation that a "director of operations" in derelict areas should be appointed by government, directly responsible to the cabinet and with wide powers similar to our FERA administrator. His task would be "to restore the communal health; to assist, probably, in the introduction of minor industries as well as in the provision, at least, of useful occupations; and in preparing, physically and morally, those whose only hope of a career depends upon their removal elsewhere." It is probable that Parliament, which is now debating the unemployment bill, will have this suggestion definitely brought to its attention.

These articles have been made into a reprint, which can be secured for ten cents from The London Times office, 280 Broadway, New York City.

## Transient Order

ON May 1 an order was issued by FER Administrator Hopkins which may profoundly affect the future of the program for the care of transients. In effect, this order decentralizes much of the responsibility in this field, placing it back upon state ERA shoulders. There will be no discontinuance of the earmarking of special FERA funds for transient care, but the administration of these funds will depend less upon the approval of the Federal Transient Division in the future.

"It is not my intention in any way to limit the leadership of the transient director," Mr. Hopkins said, "but rather to gear his work into the rest of the state program. The director of transient activities on the federal staff will be in a technical and advisory relationship to the state program. Orders regarding transients will go from me through the state relief administrator to the state transient director."

Observers who know the reluctance of many states to give the transients "a break" are concerned lest the new policy will set the whole program back into the dog-eat-dog realm from which it has so recently emerged.

## Sundry Pamphlets

JUST published by the Russell Sage Foundation is Work Relief in Germany by Dr. Hertha Kraus, former director of public welfare in Cologne. It contains brief descriptions of various types of work relief and work-for-relief developed in Germany since the World War. The sections dealing with management of work centers, "shared work" with private industry, and work relief for transients and homeless, will prove of particular interest to American readers. Fifty cents from the Foundation.

A digest of the regulations issued by 18 state emergency relief administrations governing the payment of rent has been prepared by Mary Johnston of the Russell Sage Foundation staff. Twelve pages mimeographed. Ten cents from the Foundation.

Helping the Jobless Help Themselves by Joanna C. Colcord was published in Today for May 5. The manuscript was much abridged and changed in editing for publication. The complete manuscript, mimeographed, together with a short selected and annotated bibliography of books and articles on self-help, will be sent free on application to the Foundation.

Individualized Service for Transients by Robert S. Wilson may be had from the National Association of Travelers Aid Societies for fifty cents. It has become a best seller among "the transient crowd" since its issuance in March. Sound principles are presented for the guidance of interviewers and case workers in this highly specialized field.

Those wishing a concise review of relief developments during the past two years will find it in a Memorandum on a System of Federal, State and Local Unemployment Relief by Edith Rockwood as published in March 1934 by the National League of Women Voters, Washington, D. C. Miss Rockwood briefly summarizes the 1932 experience, devoting most of her space to developments under the FERA and to the immediate and long-range outlook. 14 pp. Price 15 cents.

The report of the AASW Committee on Current Relief Practices recently presented at the National Conference of Social Work at Kansas City (see The Survey, June, page 181), has been printed by the Association, and is available for 10 cents from its New York office, 130 East 22 Street.

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# HEALTH

## Be Fair to the Fair

A YEAR ago this department felicitated travelers to the Chicago Century of Progress Exposition by remarking that Chicagoans were twice as safe in respect to health and accident as they had been forty years earlier at the time of the 1893 Columbian Exposition, when many dangers, especially typhoid, were rampant. Later came the wholly unexpected and unfortunate outbreak of amoebic dysentery in that city. There is comfort for this year's fair-goers in a statement issued by the US Public Health Service summarizing what is believed to be true about a too little known disease. There appears to be little evidence that cases originating in Chicago have led to any considerable spread of the disease in the communities to which the infected persons returned. Carriers do not appear to be so much of a menace as they were thought to be; indeed, there is not clear evidence that carriers, even among food-handlers, are an important source of infection. The measures advocated to health officers include calling the attention of physicians to the importance of recognizing and diagnosing dysentery and providing diagnostic facilities for them; requiring reporting of dysentery and its type; inaugurating educational measures among food-handlers, especially as to the importance for personal cleanliness; and eliminating all possible contamination of water supplies by cross-connections and similar sources, especially in hotels and public eating-places. Contamination of hotel water supplies was found to have been the leading means of spreading the disease in Chicago last summer.

## Minneapolis' School Children

A MONTH'S observation of children in a hundred schools in Minneapolis disclosed only four schools in which there was evidence of increased malnutrition as compared with earlier surveys. Fourteen schools reported noticeable improvement over conditions a year and two years ago; in these schools a fair, if not large, percentage of children are from homes receiving public relief and hence possibly better food selection. Seventy-seven schools reported absence of noticeable malnutrition with an occasional case of undernourishment peculiar to the home and family rather than economic conditions. Dr. F. E. Harrington, commissioner of health and director of school hygiene, concludes that Minneapolis school children are slightly above the averages of the past two and three years in nutrition, adding, "There was one note apparent in many reports to the effect that the children are now beginning to show evidences of strain, manifest by what might commonly be called nervous irritability, although not showing lack of proper quantity or quality of food."

## Century of Progress

DIGGING back to a classic report by Lemuel Shattuck on Vital Statistics of Boston, 1811–1839, the Statistical Bulletin of the Metropolitan Life Insurance Company contrasts security of life in that city in 1830 and 1930. The tempo of modern life often is blamed for high deathrates among adults, yet in the Boston of 1830, a thriving city of 60,000 still without the problems brought by immigration, congestion and industrialization, the deathrates of people in their twenties and thirties were treble the 1930 figure; the century's decline in deathrates for those between ages 20 and 50 has been even greater than that for children and adolescents. Not until age 60 and after were the good old days better than the present and for these older people the change has been slight. Tuberculosis was estimated to cause from one fourth to one seventh of all the deaths in the northern and middle states in 1830; in 1930 in Boston it caused one twentieth. Curiously enough, in spite of the hazards of the automobile and Machine Age, the deathrate from accidents was very nearly as high in 1830 as a century later, 71.7 per 100,000 in contrast to 74.4. An occupational hazard that is lessened is reflected in the records of death from drowning among the maritime Bostonians, in 1830, 28 per 100,000, and in 1930 only 5. During the hundred years the hypothetical average Bostonian has gained 17 years of life. He now has at birth a life expectancy of about 55 years in contrast to the 38 of 1830.

## Child Health in a County

IN Birmingham, and Jefferson County, Alabama, as the result of a plan approved by the medical department of the schools, the Parent-Teacher Associations and the Department of Health, the Social Service Committee of the Medical Society maintains a worker in each of the organized health centers and clinics who helps to determine the eligibility of families for free medical care of their children. Families able to pay part of the usual fee are referred to private physicians with information as to the agreement; those able to pay all are likewise referred, and the others are treated without charge. Since the plan makes provision for care of all economic classes of patients, the Medical Society has asked its members to decline to participate in unorganized clinics and sporadic "baby days" which have not been previously sanctioned by the Committee on Social Service. "This is not to be construed as a failure of cooperation on the part of the doctors," writes Dr. John W. Simpson, associate medical director of the schools, in the health department bulletin, "but as a means, insistent perhaps, of sooner developing this country-wide and comprehensive plan for child and even adult care."

## Vitamins and Rackets

BOTH the American Public Health Association and the British Ministry of Health have deprecated the haphazard adding of vitamins to commercial foodstuffs, believing that present scientific knowledge does not justify advertising claims or provide a reliable guide for action. In Maryland the Medical Milk Commission recently declined to take action on the application of a dairy to produce Vitamin D milk for certification by the Commission. The chairman, Dr. Allen W. Freeman, explained that the Commission "did not look at all kindly upon the suggestion." The Wisconsin Alumni Foundation, which holds the patents for the process of irradiation to give Vitamin D content, has declined commercial proposals to use it in lipsticks, soda water, chewing-gum and candy, among others.

## Diagnosis at Moderate Rates

DURING its first two years the consultation service for patients of moderate means at Mt. Sinai Hospital, New York City, has served nearly 2000 persons referred by more than 1000 physicians. The service is limited to diagnosis and open only to single persons with incomes of not more than $2400, or members of families with family incomes not exceeding $4000. A flat fee of $35 is charged regardless of the amount of service required; a minimum of half of this goes to the medical staff. The hospital makes no profit, in fact, during this period incurred an average loss of $5.86 per patient. Such service as these patients received would have cost them at least $30 and the hospital at least another $30 if they had been obliged to take practically the only course previously open to people of moderate means—to enter a ward to obtain diagnosis; under those circumstances the medical staff would have received nothing. Reporting on the first two years' work in The

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Journal of the American Medical Association, Dr. George Baehr concludes that the experiment has proved valuable to doctors, patients and hospital and that the service rarely has been abused by people trying unfairly to obtain this reduced rate. Quite the contrary appears from the fact that though considerably more patients were referred by their physicians in 1933 than in 1932, at least 25 percent of those referred were obliged to cancel their appointments because they could not pay even the $35 fee.

## Parrot Fever

THIS spring's disastrous outbreak of psittacosis in Pittsburgh, recording some twenty cases and at least ten deaths, makes especially gratifying the announcement by Dr. Thomas M. Rivers of the Rockefeller Institute that progress has been made toward a protective vaccine. It is being used to protect research workers in medical laboratories, a number of whom already have sacrificed their lives in the effort to learn more of a little-known disease. In September 1932 a federal interstate quarantine was established against the unrestricted shipment of birds which transmit the disease (parrots, parrakeets, love birds, cockatoos, macaws and their kin) together with quarantine and isolation of all psittacine birds in California. Occurrence of human cases stopped abruptly from October till February 1933, only to start again in California in the latter month. All human cases recorded for 1933 outside California were traced to birds "bootlegged" from the state in violation of regulations of the State Department of Health. As a result of human cases from bootlegged birds Minnesota and Connecticut declared an absolute embargo on the importation of parrakeets in 1932, as also have Maine, Oregon and the Territory of Hawaii. The US Public Health Service, which has led the active campaign for control, announces that experiments show that chickens and other non-psittacine birds are susceptible to the disease and warns that it might become an economic as well as a public-health problem.

## Public Health Laurels

FIRST places in the 1933 City Health Conservation Contest conducted jointly by the US Chamber of Commerce and the American Public Health Association have been awarded to the following cities in their various population classes: Baltimore, Md.; Rochester, N. Y.; Hartford, Conn.; Schenectady, N. Y.; Hackensack, N. J.; and Palo Alto, Calif. The sponsors of the contest believe that it has resulted in more complete and well-knit health work in the competing cities; 90 percent of those entering for two or more years have shown marked improvement in scores. Advances that the contest has helped to effect include increased interest in public health among laymen and doctors; increase in the percentage of young children immunized against diphtheria; improvement in milk supplies, particularly through tuberculin testing of cows and pasteurization of milk; and more general acceptance and practice of the principle of periodic health examinations for children and adults.

Special certificates of merit are awarded to Brookline, Mass.; Detroit, Mich.; Milwaukee, Wis.; New Haven, Conn.; and Syracuse, N. Y. These cities, which had won first place on two previous occasions, were withdrawn from competition with other cities in their respective population groups and placed in a special honor group. No distinction is made among them for this special recognition, which is given because of the continuance of their previous high standard of public-health work.

"ELECTRIC EYES" protect human eyes in Uncle Sam's new post-office at High Point, N. C., by opening and closing shutters on a skylight automatically in accord with weather conditions outside.

PENNSYLVANIA has amended its milk-control law, striking out the words, "for human consumption," in the original legislation. It had been discovered that what was sold as "cat and dog milk" was finding its way down human throats without being under any legal control of sanitary standards.

MARYLAND has recently announced the enviable achievement of a fulltime county health officer in each of the twenty-three counties in the state, believed to be a unique position and the result of a campaign through a number of years. Delaware's three counties are similarly organized but financed by the state.

AT THE CLOSE of the first full quarter-year following the end of national prohibition, the Metropolitan Life Insurance Company found the alcoholism deathrate precisely the same as in the similar period of 1933. Among white policyholders it had declined to a degree just counterbalanced by a rise among Negro policyholders.

DR. S. S. GOLDWATER, New York City commissioner of hospitals, has established the criterion for free care in the public hospitals as an income of less than $20 a week for a married couple with an additional $5 a week for each child. A member of a family of five thus is eligible if family income does not exceed $35 a week. Dr. Goldwater points out that this definition is intended to apply only to the metropolitan area. It is not to be applied arbitrarily, moreover, but with consideration of such factors as the kind and duration of illness, family resources and obligations, and the like.

ALARM at the continuing rise in new admissions to mental hospitals must be tempered with the realization that much of it is due to readier recognition of mental illness and greater confidence in mental hospitals, Dr. Lawson G. Lowrey recently pointed out, speaking for the Mental Hygiene Section of the New York City Welfare Council. The insecurity depression of depression doubtless has occasioned some new mental illnesses but the sharp increase from 76.6 to 84.7 per 100,000 population recorded by New York State hospitals during the past four years must be considered chiefly as a register of economic inability to care for patients at home and increased trust in public provision.

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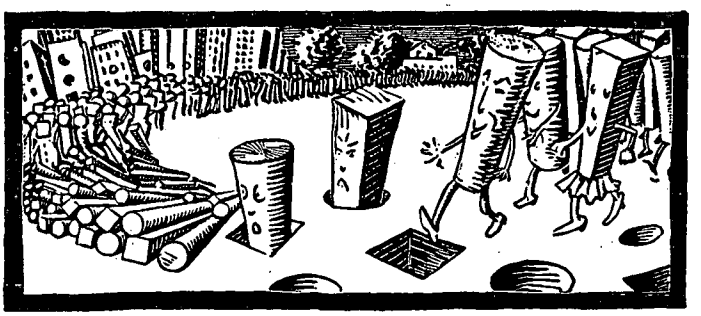

# SOCIAL PRACTICE

## Boston Faces Reality

"THE situation is serious. It is extremely unlikely that enough money can be raised to continue the present system. It is not a question of what is ideally desirable, but of what can be done practically."

Thus warned by James W. Farley, chairman of the 1934 Citizens' Emergency Committee which up to March 26 had raised $2,702,213 for 110 Boston social agencies, these agencies have agreed on another joint campaign, similar to the last one, and have accepted Mr. Farley's advice that it be preceded by "every possible consolidation and economy, the elimination of unnecessary or duplicated services . . . and a strong report from authoritative sources that the resulting structure is the best feasible."

A study of Boston's social services will be undertaken immediately, sponsored by a committee representing the Council of Social Agencies, the Hospital Superintendents' Club and the Citizens' Emergency Committee. It will probably be part self-study by the agencies concerned and part an objective analysis by social-work authorities not of Boston.

## Housing Management

ALTHOUGH decent low-cost housing is still in the twilight zone of reality the management of such housing, when and if it is achieved, is occasioning much discussion. As a timely contribution to that discussion the Fred L. Lavenburg Foundation has just published (free) an account of the principles, practices and experiences developed in its six-year operation of the Lavenburg Homes, 124 Goerck Street, New York, with their 113 apartments under the management of Abraham Goldfeld. The building is described and the method of selecting families—with children preferred—and of checking their financial and living standards is detailed as are also the methods by which rents, during the depression, have been adjusted to tenants' ability to pay and the means by which the management has encouraged communal social and educational activities.

Out of its experience the Foundation has learned that families with extremely low incomes are as ready as anyone else to accommodate themselves to decent living conditions if they can once attain them, but that:

> A building, no matter how sanitary, modern and convenient, is not the whole solution to the housing problem. It is only the first step, the necessary physical basis for the solution. Equally important is the structure of communal life that is built in and around it. Responsibility for both aspects of the job lies inescapably with the management.

## Youth Without Work

THE third and last section of the report on the enquiry in fourteen countries on the effects of unemployment on children and young people, begun last year by the Save the Children International Union, has now been published. It covers conditions in Bulgaria, Esthonia, Finland, France, Hungary, Norway and Sweden, with special discussions of the influence of unemployment on delinquency and on prostitution among the young. The first part of the enquiry covered Germany, Belgium, Switzerland and the United States; the second, Austria, Great Britain and Poland. Single parts, 50 cents each; bound together in one volume, $1.75 from the International Save the Children Fund of America, 156 Fifth Avenue, New York.

These reports have brought together a great variety of data, frankly not scientific, but representing the studied conclusions of qualified observers. Conditions in the various countries differ too widely to permit of generalizations on the effect of unemployment on health or school work, but all the reports, without exception, emphasize the harm done to children in every country by the home atmosphere created by unemployment and the inability of parents to provide for their children's needs. Another effect, evident everywhere, is the demoralization of the young person under unemployment:

> The minority revolt, the majority . . . drift into a condition of lethargy and slowly degenerate. . . . The one means of defense is work in some form or other, preferably voluntary, compulsory if no other way is possible. . . . But such a measure is of little use unless it can be applied before deterioration sets in—in a word it must be applied to the school-leaver.

## Preparation for Giving

THE Denver Community Chest is overhauling its publicity methods as the result of an inquiry among 200 run-of-the-mill citizens conducted by an advertising agency in the manner of a market survey. The purpose of the inquiry was to discover what these citizens, divided between givers and non-givers, thought of the chest and how much they knew about it. Scoring was on a schedule of what constituted 100 percent knowledge and understanding.

The givers, who had an average age of sixty-three, scored 97 percent, but whether this high record was due to their ripe age or to their experience in giving Olga Edith Gunkle, assistant director of the chest, does not surmise. Some 94 percent of this group admitted to reading newspaper articles about the chest and 73 percent to listening to its broadcasts. Ninety-five percent were convinced that the chest is an effective and economical way to finance social work.

The non-givers, young things averaging thirty-five years, were of another mind. Only 9 percent approved of the chest system, only 25 percent knew who was its president and only 3 percent had ever heard of its executive secretary. From this group cropped up all the old catchwords of criticism,—hard-boiled social workers, red-tape, overhead and so on.

It is toward the non-givers that Miss Gunkle and her associates are directing their new publicity arrows, though the result of the inquiry might be taken to indicate that giving is the best preparation for understanding and an important first step in receptivity to publicity.

## Relief in New York

INCH by inch the effort to improve relief administration in New York is progressing though the very size of the problem, with new applications in June averaging some 1700 daily, makes it a never-ending struggle. Rents are now paid as a matter of policy and evictions of home-relief families have ceased. Cash relief in place of grocery orders went into limited operation early in May. The "paper work" involved in the change, the intricacies of financial accounting, the methods of identification and so on, occasioned many delays unanticipated when the legislature authorized the new procedure. To make information on resources more readily available the Department of Public Welfare has set up a bureau of information with seven branch offices through the city, manned by trained personnel able to answer inquiries about welfare and relief services, public and private, and the laws, regulations and procedures under which they operate. An appeal board to which persons denied relief may take their cases is another innovation.

In an effort to find a solution for the stubborn problem of the care of homeless resident men the Department of Public Welfare has

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taken over from the Department of Correction the 500-acre country institution known as Greycourt and is rapidly turning it into a farm colony for men able and willing to work who have accepted this release from the mass misery of the Municipal Lodging House and similar shelters. More than 700 men are already at Greycourt with 300 more to follow. They have set up their own services, barbering, cobbling, tailoring and so on, organized their own work and recreation and elected their own disciplinary officers.

## Talking Books

THE Library of Congress will "stock" talking books to lend to the blind without cost just as soon as present experimentation in quantity production is successful. The American Foundation for the Blind hopes to have a dozen or more books ready by the end of the summer, but the process is still too expensive to permit large distribution. It now costs about $1200 to make a talking book as against $12 to $30 a volume for Braille or other dot systems. The books are recorded on twelve-inch discs which play for eighteen minutes to a side. Each disc carries two or three chapters, and the records for a whole book of ordinary length weigh less than a pound.

Meantime the Foundation, after much experimentation, is ready to supply a small, inexpensive reproducing machine and is hoping that a generous public will make it possible to supply them to the blind who are unable to purchase them for themselves. The talking books are, it is said, an especial boon to those blind—some three-fourths of the blind population—who because of age, defective sense of touch or lack of opportunity are unable to learn Braille.

## Rationed Reading for Prisoners

TWO books a week is the reading allowance of the Wisconsin State Prison. The fact that an average of 3000 books a week are drawn from the library of Waupun Prison by the 1700 prisoners tells its own story. To the library methods employed by Chester Allen, director of prison education, and John Faville, Jr., resident educational supervisor, is attributed the growing interest of prisoners in reading. Choices are made from a catalog which, by means of a brief review, indicates the subject matter of each book. Lists of correlated reading on selected subjects have been found to stimulate consecutive interest. A large supply of fiction of action and romance is always on hand and of course some men never graduate from it. But many of the more intelligent become saturated with thrillers and move on to adventure, biography, history and often to works of the first literary and philosophic rank.

## A Study Goes On

STARTED as a CWA project, the nation-wide survey of the hard of hearing, undertaken earlier in the year by the Office of Education of the Department of the Interior, is, happily, being carried to completion. The survey aims to discover the extent of serious hearing deficiency among adults as well as among children, and to determine the occupations in which defective hearing imposes the least handicap, and the kinds of vocational training which best prepares the hard of hearing for gainful employment. State schools for the deaf are cooperating in the study which will, it is believed, have much practical value in shaping their future educational programs.

## A Significant Start

THE Atlanta School of Social Work has been designated by the FERA as a training base for employed Negro case workers selected from the staffs of various southern state relief administrations. The first group from North Carolina, Louisiana and Georgia are now in residence. The FERA provides maintenance, tuition, salary and transportation. This course is set up independently of the regular summer-school in which the Atlanta School of Social Work participates jointly with Atlanta University and five other local Negro colleges.

The courses, directed by Forester B. Washington, are conducted by the regular faculty of the school with supervisors of field work provided from nationally accredited social agencies and paid by the FERA. This is not an institute or a summer-school but a significant experiment which may be a beginning in a program for training workers for the FERA. The school gives credit toward its regular diploma for all courses taken since the FERA is sending only those workers who meet regular entrance requirements.

## Regional Welfare Conferences

THE American Public Welfare Association has undertaken a series of regional conferences "to discuss relief legislation and administration, emergency relief and a continuing program, and the revision of welfare laws and administration." Mayors, city managers, legislators, finance officers and social workers have been invited to sit in on discussions of the need for integration of the emergency program with the permanent welfare functions of government. The fact that forty-three state legislatures will meet in regular session in 1935 makes these conferences particularly timely just now.

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THE North Carolina Negro in the Recovery Program was the theme of the ninth annual Public Welfare Institute held recently at St. Augustine's College, Raleigh, by the State Board of Charities and Public Welfare in cooperation with the State Emergency Relief Administration.

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THE New York State Department of Social Welfare, State Office Building, Albany, has revised its Compilation of Settlement Laws in the United States as of April 1934, and offers it (34 pages), free of charge to public and private social agencies within New York state. Five cents in stamps to all others.

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Two recent reprints on timely subjects from The Social Service Review are available from the authors. They are: Abolish the Pauper Laws, by Edith Abbott, University of Chicago and Relationships between Public and Private Agencies for the Care of Dependent and Neglected Children by Emil Frankel, State Department of Institutions and Agencies, Trenton, N. J. Better enclose postage with requests.

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AN up-to-date bibliography of unemployment and relief documents, compiled by the document section of the University of Chicago Libraries, is published for the American Public Welfare Association by The Public Administration Service, 850 East 58 Street, Chicago (35 cents). The bibliography, primarily official government publications and special research reports, begins with 1929 and comes up to May 1, 1934.

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BECAUSE social workers have many contacts with courts and court procedures without much actual knowledge of the limitations under which they operate, the New Jersey Conference of Social Work, 21 Fulton Street, Newark, has provided its members (25 cents to others), with a pamphlet outline of the judicial system of the state, with a chart and brief explanations of the special functions and interrelationships of the various courts, high and low.

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CATS constitute the major problem of the New York SPCA. Of the 32,446 dogs and cats it "took up" on New York streets last year it was able to place-out 4652 dogs and only 196 cats. Four times as many cats as dogs were "put away," the total coming to more than half a million. Among the society's less routine activities were prosecutions for putting a turkey on roller skates, failure to restrain a monkey, tantalizing a raccoon, and failure to safeguard the public from a lion. Just routine were 9066 "nosebags adjusted and removed."

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# EDUCATION

## Negro Schools

THE present status of Negro education in this country, the need for community cooperation in organizing, administering and financing Negro schools and colleges were the chief centers of discussion at the National Negro Education Conference in Washington in May. The conference was sponsored by the US Office of Education, and was in charge of fifteen committees, headed by specialists in each field. The immediate aims of the conference were "to study certain fundamental problems which are peculiar to the education of Negroes," and "to focus the attention of thoughtful people on the educational issues involved in the development of a biracial culture." It was brought out at the conference that, while the 14 southern states are spending more for schools, in proportion to capital wealth, than other sections, it would require more than $400 million additional annual expenditure to bring their outlays for education up to the national average. An additional $40 million expenditure would be necessary to bring outlays for the education of Negro children up to the average for white children in these states. The need for greater attention to adult education for Negroes was stressed; also for closer cooperation between Negro schools "of all grades and kinds." As background material, the conference used the reports of the 15 committees, and also a new study recently published by the US Office of Education, A Background Study of Negro College Students (Superintendent of Documents, Washington. Price 10 cents.) The study covers "background factors and psychological scores" of 1880 Negro freshmen in 33 colleges. It seeks to define the special needs of Negro students and to evaluate the educational process in the light of these needs.

## County Planning

WHAT a guidance program for rural young people should include, and what it would mean to country boys and girls and to the community, is set forth in the findings of the conference of the Southern Women's Educational Alliance in Washington, now available in mimeographed form (401 Grace-American Building, Richmond, Va.) The report, stated in terms of a specific program for a southern rural county, consolidates four group reports answering these questions: What study and adjustment of the young person in rural areas is feasible now? What can we say to rural young people now about occupational opportunity? How can the government's junior placement service be used most helpfully in rural areas? What can be done by way of social planning for the rural county? The program, as worked out, turns on the organization of a county planning committee to coordinate local educational and guidance efforts. One important function of this committee would be a county survey and the development of a "master plan" which would "take account of the needs and resources (natural and human) of the county," and outline "a variety of activities and projects contributing to the general purposes of the movement." The scheme includes also an Opportunity School for young people in their late teens and early twenties, where "instruction and cultural activities" would be combined with work projects "the results of which will provide sound training for the young person in some craft, occupation or profession in which he or she is interested."

## The Use of Radio

MEETING to discuss the use of radio as a cultural agency in a democracy, a group of educators and civic leaders called together in Washington last month by the National Committee on Education by Radio drew up a series of "fundamental principles which should underlie American radio policy." These principles, available in pamphlet form from the committee, 1201 16 Street NW, Washington, are, by vote of the conference, to be laid before the President with a recommendation for early action. The conference urges that opportunity should be given for a "genuine expression of listeners' choice" as to program material. It also stresses the need for discussion of "live, controversial issues of general public concern," urging that such use of the radio should not be denied "because offensive to powerful advertisers or other groups." The conference recommends a series of adequate and impartial studies to include:

an appraisal of the actual and potential cultural values of broadcasting; the effective means for the protection of the rights of children, of minority groups, of amateur radio activities, and of the sovereignty of individual states; the public services rendered by broadcasting systems of other nations; international relationships in broadcasting.

The tenth of the notable Public Policy Pamphlets, published by the University of Chicago Press (price 10 cents) discusses the Control of Radio. The author, Jerome G. Kerwin, questions whether there is any reality in radio freedom of speech today "when the system of communication is closely held, mainly for commercial purposes." He holds that a new radio policy for this country must "aim at the restriction or elimination of commercialism," arguing that greater control must be lodged in the federal authorities to exercise

## New Pamphlets

REGIONAL SURVEYS OF ADULT EDUCATION, *by Jacques Ozanne. American Association for Adult Education, 60 East 42 Street, New York. 48 pp. Price, 60 cents.*

"AN attempt to summarize the objectives and methods of twenty-seven regional surveys, all made in the interests of adult education and all undertaken within the last seven years."

RETIREMENT PLANS FOR COLLEGE FACULTIES, *by Raimard B. Robbins, Teachers Insurance and Annuity Association of America. 522 Fifth Avenue, New York.*

A SUMMARY of what colleges and universities in this country and Canada are now doing to meet the retirement problem, with a discussion of some questions raised by experience with different types of provision.

THE FUTURE OF RADIO AND EDUCATIONAL BROADCASTING, *by Levering Tyson and Judith Waller. University of Chicago Press, Chicago. Price, 25 cents.*

PREPRINTED from the annual proceedings of the Institute on Education by Radio, these two papers review what has been accomplished in the field of educational broadcasting in the last five years "and what the trends for the immediate and more remote future seem to be."

BROADCASTING ABROAD, *compiled by the Union Internationale de Radio-Diffusion, Geneva. University of Chicago Press, Chicago. Price 50 cents.*

A revision of a popular pamphlet first published in 1932.

ORDER ON THE AIR, *by James Rorty. John Day Pamphlet No. 44. John Day Company, 386 Fourth Avenue, New York. Price 25 cents.*

AN authority on advertising, author of the popular Our Master's Voice, analyzes the "American system" of privately owned and operated broadcasting, the types of censorship which have been developed, and the means used to keep minority groups off the air.

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discriminating severity, adequate regulation and to provide some yardstick of measurement to keep the public constantly aware of the best that is possible in broadcasting.

## Jobs for Graduates

IMPROVEMENT in the job outlook for college graduates is indicated by reports from campus personnel officers and editors. How the depression has affected college enrollment is reported by School Life, official publication of the US Office of Education. During the last school year, 70,000 college students were aided by FERA funds. With an increase of 40 percent in the number of highschool graduates in the last two years, college enrollment this year was 250,000 under the pre-depression figure. Graduate enrollment, however, has increased enormously—from 47,255 in 1929–30 to 78,120. It is estimated that 160,000 college students graduated last month. College placement bureaus, notably those of Yale and Columbia, report that more representatives of business firms have come to the campus to interview job candidates this year than for the past three or four years. At the same time, there is less pressure from "old grads" for help in finding jobs. As quoted in The Literary Digest, the editor of The Harvard Crimson reports that "teaching prospects for graduates are still as bad as ever." The editor of the University of Wisconsin Daily states, "Faculty members here report an increased demand for graduates in all fields except education." And at the University of Washington, "Prospects for jobs are more promising than in past three years. . . . Graduate unemployment shows a decrease of 50 percent over last year." A writer in Child Study went to undergraduates in 13 colleges to find out, "What does the world look like to college graduates of 1934?" The replies quoted indicate a concentration of attention on where to get a job and how, and no little pessimism and bewilderment.

## The New Deal on the Campus

IN RESPONSE to widespread interest in the recovery program and how it functions, Ohio State University announces a 1934 version of a current events class as part of its summer-school curriculum. The new course is called a survey of the New Deal, and is open only to graduate students. Carrying two academic credits, the course will consist of two one-hour weekly lectures and a two-hour seminar each week. Topics to be considered include the philosophy of the New Deal, the background of the New Deal, the agricultural program, the monetary problem, the distribution of income, CWA and PWA, legal, educational, international aspects of the New Deal. The lecture committee has prepared a syllabus and a list of readings. The lectures will be given by leading members of the university faculty, each an authority in his field.

## Books Needed

MEAGER library resources in rural districts, especially the need for children's books, are revealed in a nation-wide study of rural-school library services and practices made by Edith A. Lathrop of the US Office of Education, in cooperation with the Carnegie Corporation and the American Library Association. The survey covered forty-two states, and included visits to 364 rural schools and to fifty-five county libraries in twenty-four states. Books too old and ragged for use, obsolete books, and volumes "unfitted to the ages of the children who use them" or of questionable literary value were found in many school libraries.

The worst example noted was that of a junior-senior highschool library containing about 2200 books, approximately 1500 of which were bound volumes of old reports issued by the various departments of the national government.

In another community,

Thirty of the 54 books in the library of one school were Iowa Official Registers; poetry was not of the type to interest children; too many books were of the Alger, Elsie, Winfield, Henty and Lena Rivers type.

The study underscores the need for demonstrations and experiments by state supervisors of school libraries, courses in library technique in teacher-training institutions, and the circulation of books through the offices of county superintendents where there is no county library service. It also emphasizes "the willingness of the Foundations to cooperate with school and library leaders in subsidizing activities that will improve library facilities for schools."

## Adult Educators Confer

EDUCATORS of adults are willing to take grown people where they find them and go forward with them in the directions they choose to go. This is one of the outstanding conclusions to emerge from the ninth annual meeting of the American Association for Adult Education, held in Washington in late May in conjunction with a conference of state superintendents and state directors of emergency educational programs called by government officials. Another was that these men and women, most of them working daily or nightly with adult learners, still believe in democracy (see The Survey, June, page 205). The refusal to deny "the right to make all movements understood," or to "translate such understanding into action, political or economic or social," was evidently acceptable to most of those present. This stand is important because of the fact that adult education has been seized upon as a likely instrument by several groups which have decided that a new world must be made at once and are sure they know what kind of a world it is going to be. Whether these active propagandists are right or wrong, they were not in evidence at the Washington meeting.

The delegates were not lacking in opinion however. They evinced a lively and even indignant concern over the radio and wanted more government influence toward better programs; they wanted less exploitation of an eager public by unscrupulous lecture bureaus; they demanded readable books on current social and economic problems; but they listened more eagerly to practical suggestions than to discussion of theory and purpose.

The report of the Director showed that the Carnegie Corporation has appropriated for adult-education purposes in the six months ending March 31, 1934, a total of $278,000 to be spent through the American Association for Adult Education.

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A HANDBOOK for leaders of parent-education groups has been prepared by the National Council of Parent Education and the US Office of Education for use in emergency education programs. This admirable booklet is equally well adapted to leaders of Parent-Teacher and similar educational groups.

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WITH increasing interest and effort in the field of adult education in this country, the International Council of Religious Education (203 North Wabash Avenue, Chicago) offers a useful Directory of Agencies Working With and For Adults. It lists and describes briefly more than 125 organizations, local and national. (Price 50 cents.)

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THE Ashland Folk School, "a cooperative experience in living and learning" modelled on the Danish adult schools, will hold its seventh session near Grant, Michigan, July 30–September 3. The program includes "group discussion on important current problems and life questions."

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TYPICAL of the effect of the depression on public libraries is the closing in New York City of ten of the eleven sub-branches in three boroughs during June, July and August as an economy measure. The reduction of library service, it is pointed out, comes in a season of increasing demand by the reading public.

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A FRESHMAN claiming conscientious religious objections to compulsory military training has been dismissed from the University of Missouri for "inattention to military duties." A student petition, vigorously protesting the young man's dismissal and urging his reinstatement, was circulated on the campus. It is reported to have had more than a thousand signatures. No further action on the case has been taken by the university authorities.

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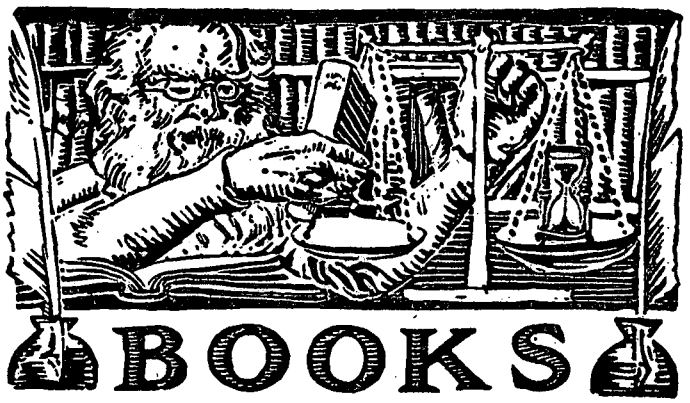


## Steel Workers

LABOR AND STEEL, *by Horace B. Davis. International Publishers. 304 pp. Price $2 postpaid of The Survey.*

LABOR and Steel, by Horace Davis, is an attempt "to give a new perspective on the industry from the steel-workers' point of view." It is, above everything else, an attack upon the labor policies of the leading companies and in the main it is well documented. Most of the facts set forth as characteristic of the industry down to a decade ago are available elsewhere. Nevertheless it is a service to bring this material into the confines of a single book. An industry like steel should have a new book written about its labor policies every ten years.

Mr. Davis does a good job in pointing out that steel is not a high-wage industry. He reminds us of its particularly black history with respect to long hours and makes it clear that the great reduction in twelve-hour positions in 1923 did not mean the adoption of a three-shift, eight-hour regime. Rather it meant some increase in the eight-hour positions and a heavy increase in the number of men working nine, ten and eleven hours. At the same time, the practice of seven-day labor was increased and the result was that up to the time of the adoption of the Steel Code in August 1933 the industry was still a long-hour industry.

The chapter on The Feudal Domain of Steel adds essential elements to the picture of what the Interchurch World Movement called a "no-conference industry."

So much of the book indicates careful research that occasional lapses are the more regrettable. For some curious reason Mr. Davis seems to think that speed-up is a recent development and refers to the "relatively slow pace" of the industry in the past! He writes that "even before 1930 they [the "steel bosses"] had begun to bear down on labor." In his opinion these facts, together with the growth of the seven-day week, the intensified policy of repressing labor organizations and the development of the spy system, made other studies out of date and required a new survey of the field. All of the previous studies are, of course, out of date, but all of the above subjects were discussed in detail more than twenty years ago both by the US commissioner of labor and by the Pittsburgh Survey.

Mr. Davis attacks Commons and Leiserson for stating (Wage-earning Pittsburgh; Pittsburgh Survey, p. 119) that it was the policy of the US Steel Corporation to "standardize pay for unskilled labor, and hold to it in good times and bad." This statement, he says, "was not true as a general proposition even at the time it was made." The statement was first published in 1909 when the Steel Corporation was eight years old. In those eight years, according to a table published by Mr. Davis on the preceding page, the common labor rate in Steel Corporation mills had been cut only once, 1904. The same table shows that the next cut came in 1921, twelve years after the Commons-Leiserson statement was written.

Mr. Davis tends to condemn the steel companies for their policies and to find sinister motives when they adopt better ones. He truly states that steel is a dangerous industry. Since he is an honest man he prints a table showing that the accident rate in iron and steel mills has declined 65 percent in twenty-three years. But to him this result of the safety work merely "constitutes a terrible indictment of conditions prevailing in the earlier period." Moreover, they do it only because it pays. Playgrounds and sanitary measures in Alabama mining-towns are mentioned with scorn because US Steel calls that "welfare work" but the same corporation is condemned for failure to provide adequate housing and a bathing-beach at Gary.

And yet, at other points the author exercises a restraint that rather understates conditions. Much more could be made, for example, of the evils of company-employed police and of the methods of opposing trade unionism. Of the deadening effect of repression and the spy system in the mill towns, he has practically nothing to say.

JOHN A. FITCH
*New York School of Social Work*

## Sociology and the New Deal

GENERAL SOCIOLOGY, *by Henry Pratt Fairchild. John Wiley and Sons. 634 pp. Price $3.75 postpaid of The Survey.*

ORDINARILY general surveys of sociology have been prone to cover too wide a range of subject-matter or to overemphasize aspects of the subject hitherto neglected. General Sociology skillfully avoids these obstructions to clarity in limiting its basic data to "acts whereby the individual is brought into relations with another individual or a group as a result of his pursuit of some interest . . . " (p. 149). The twenty-six chapters may be divided into four main sections: the first deals with groups, origins, forces, and interests; the second, with social control and the agencies through which it is effected; the third, with social change; and the fourth, with problems and the tasks of social engineering. Dr. Fairchild has presented a carefully planned and brilliant analysis of basic social phenomena. The book is well organized, clearly written, and interestingly illustrated. One of its most significant contributions is the statement concerning the nature and origin of major sociological problems and their associated processes. A challenging survey of current issues is given—problems of social control, population, competitive private profit, and laissez faire, which makes it one of the first sociological contributions to the New Deal literature. Here the writer exposes himself to criticism, although he carefully avoids the usual dogmas of social reform. To sociologists the chief limitations of the book will be the inadequate treatment of certain topics, the author's wholesome disregard for accepted procedures of sociological textbook writing, the omission of specific description of sociological methods, and the disproportionate space allotted to economic factors and population. Dr. Fairchild writes as if he enjoyed it which is a unique characteristic in sociological literature and one of the outstanding merits of the book.

*University of Pittsburgh* HAROLD A. PHELPS

## $C_2H_5OH$

ALCOHOL—ITS EFFECTS ON MAN, *by Haven Emerson, M.D. Appleton-Century. 113 pp. Price $1 postpaid of The Survey.*

THE teaching of the effects of alcohol and other narcotics in public schools is required by practically all of the states and Dr. Emerson's book, as announced in the preface, has been written to provide school teachers and highschool and college students with the facts regarding the effects of alcohol on man. The book contains twenty-seven short chapters in which practically all phases of alcohol action are discussed. The author has written without bias and presents only facts which are accepted by those having real knowledge of the subject.

Of special importance are the chapters on the effects of alcohol on the brain and nerves, on the special senses and on alcohol in relation to syphilis and gonorrhea. In the first two of these the author points out the effects of alcohol even in small amounts in lessening the individual's proper functioning of the faculties of judgment and self-control, and in delaying the muscular response and coordination necessary for meeting emergencies. It is this effect which is so important to automobile drivers and to those whose reactions may involve the safety of others. The other chapter makes clear the role alcohol plays in the spread of venereal diseases.

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Alcohol, as Dr. Emerson points out, has a very limited use in modern medical practice. Its importance lies chiefly in its social aspects. That drinking for conviviality by the young, particularly of hard liquor, creates a very artificial and questionable form of pleasure, and that it is always attended by danger, is agreed on by all, and this matter might perhaps have been more fully discussed. That moderate social drinking among adults is equally uncalled for is a debatable subject and the author is wise in avoiding any dogmatic statements concerning it.

Dr. Emerson has written in a clear, concise manner and in language simple enough to be readily understood by highschool students. It is refreshing to read a book on alcohol which is a simple statement of accepted facts and not a jumble of misstatements written without critical judgment. The book serves its purpose admirably and should also be useful to those who desire a short authoritative review of this much discussed subject. GEORGE B. WALLACE, M.D.
*University and Bellevue Hospital Medical College, New York*

## The Universality of Mental Hygiene

MENTAL HYGIENE AND THE COMMUNITY. *by Clara Bassett. Macmillan. 394 pp. Price $3.50 postpaid of The Survey.*

FOR a long time those engaged in this field have been pointing out that mental hygiene touches at some point virtually every one of the major scientific disciplines in the community. No longer —if ever—does the psychiatrist and the psychiatric social worker believe that mental hygiene activities can be successfully carried out within the four walls of the clinic, or by the technical staff unassisted by other community resources. Now comes Miss Bassett's book to support this view. And support it she does, with a facile and informative pen which illustrates in striking fashion how widely the mental hygiene point of view has already permeated the philosophies and thinking of a number of the more important groups in the community dealing with one aspect or another of human relationships.

In a series of twelve chapters she looks at medicine, social service agencies, education, the law, religion, industry and others, and shows first the extent to which these arts and sciences are making use of mental hygiene, and secondly she suggests for each group a program for incorporating more of it into their routine work. Each of these chapters is handled in a highly interesting manner, but to this reviewer the palm goes to the ones entitled, Education and Teacher Training and Delinquency and the Law.

Here is a book we have all been waiting for. It will be found helpful to anyone who desires to learn *why* mental hygienists believe that theirs is a problem for the whole community, as well as the extent to which its sensitizing process has already gone. It should find an especially strategic use for the education of members of boards of various organizations which may be toying with the idea of incorporating mental hygiene into their activities. For such, it is wholly lacking in resistance-arousing arguments and is constructively informative. Miss Bassett has done a splendid job and everyone whose professional work impinges against any facet of human relationships is in her debt. GEORGE K. PRATT, M.D.
*New York City*

## The Negro in North Carolina

NEGRO CHILD WELFARE IN NORTH CAROLINA. *by Wiley B. Sanders. Univ. of North Carolina Press. 326 pp. Price $1 cloth, 50 cents paper, postpaid of The Survey.*

THIS is primarily a report of what transpired in North Carolina as the result of an initial grant from the Rosenwald Fund financing a division of work among Negroes in the State Department of Charities and Public Welfare. Started in 1925, this Department under the competent and tactful leadership of Lawrence A. Oxley has achieved a complete reconstruction of the basic official attitude toward Negro delinquency and dependency with the net result of twenty-five regularly employed Negro social-service workers under state and municipal auspices, and the acceptance of the budget of the Negro division as a regular part of the state welfare organization. This is a major achievement,


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worthy of imitation in all states and districts where there is a considerable number of Negroes living under the economic, social and educational handicaps so common in such communities. This must be the main purpose of the present publication of so much detailed and otherwise quite local materials, recommendations and statistics, even down to the otherwise uninformative statement that "a study of the race attitudes of the county officials in thirty-seven counties proved most enlightening, but it was felt by a number of the influential leaders in educational and public-welfare work that it would serve no useful purpose to publish the results, and might lead to misunderstanding and criticism." To have made headway against such obvious handicaps, to have organized systematic and objective inspection of state institutions for the care of Negro delinquents, to have introduced fair and reasonably accurate statistical analysis and the case method in the study of a southern Negro field is a practical enterprise worthy of public attention and praise, even though no new or startling scientific information jumps out at us from the volume.

*Howard University* ALAIN LOCKE

## Self-Mastery

HYGIENE OF THE MIND, *by Baron Ernst von Feuchtersleben, translated from the German by F. C. Sumner, introduction by Esther Loring Richards. Macmillan. 149 pp. Price $1.25 postpaid of The Survey.*

FINDING the old in the new and recognizing the new in the old constitutes a most pleasurable activity. Dr. Sumner has performed a distinct service in translating this hundred-year-old book which merits a wide reading. One learns that one can discuss mental activities in terms of soul and phenomenology without being caught up in the technical terms of our various psychological schools.

That the proper study of mankind is man becomes evident in the comments of a physician who sought to interpret man by observation and by meditation. He found the balance of human action is self-mastery, objectivity, with courage, joy and hope as guides. He sensed the human organism as an integration of forces in which currents of conscious and of unconscious nature are fused. Man's activity is deemed social and moral, and involving the interaction of man and his environment.

Many paragraphs suggest phases of modern psychology, psychopathology and psychotherapeutics. The ego and the id are recognized under other names, as are the social image of Trigant Burrow, and Mrs. Eddy's doctrine of negation. Concious and unconscious, intelligence, imagination, motivation and goal, habits, bodily and psychic, are all merged in his concepts of human activity.

Mental hygiene is conceived as the effort to foster and promote morality and involves a study of the power of the man in his relation to the warding off of disease. There is constant recognition of the inner satisfaction that mental and physical efforts yield in pursuit of one goal, namely, the goal of self-completion and attitudes of happiness. The vibrant message is that life is dynamic and self-mastery "becomes the grand, eternal doctrine which life, duty and the hygiene of the mind preach to man." IRA S. WILE, M.D.

*New York City*

## A Notable Case-Work Text

SOCIAL CASE WORK: AN OUTLINE FOR TEACHING, *by a committee of the New York School of Social Work. Edited by Mary Antoinette Cannon and Philip Klein. Columbia University Press. 626 pp. Price $5 postpaid of The Survey.*

SELDOM is a professional book notable for both its content and the method of its origin. Social Case Work, however, clarifies the substance of case-work thinking at a time when rapidly changing practice requires a certain perspective. Furthermore the material which the editors have given from the discussions of a faculty committee of the New York School of Social Work represents a valuable contribution to the experiments in group thinking.

Those who seek fresh evidence of the possibilities of "cooperative exploration" will find it here. From a list of 350 items which came to mind as the material of social case work, the committee decided upon five major divisions as a sorting device for evolving their ideas. For more than two years the discussions of the group centered about the development of these categories, namely the Era of Social Case Work, Technical Methods, Social Resources, Philosophical Questions and Formulated Knowledge Used in Social Case Work. Several methods were used in formulating this syllabus; "thumb-nail" sketches of values involved and choices possible under the Philosophical Questions; listing of subjects under Knoweldge Used by one member of the group; for the rest a careful examination of each item. As a tentative outline, whose very presentation holds the danger of crystallization, it is intended to "facilitate discussion, the adjustment of the curriculum, the planning of courses and the analysis of case record material."

The analysis of the five case records according to the Syllabus material has the greatest value for case workers and teachers of case work. The records, from the family, medical-social, child-placing and psychiatric case-work fields, have been annotated by the instructors who used them in their classes in generic social case work. One is again impressed by the flexibility in method of presentation, the frank discussion of limitations as well as positive values in these particular client-case worker community relationships, the presentation of the case worker's role, and the illuminating wealth of discussion material suggested. The case-work teacher has at last an opportunity of studying the methods of teaching as others have developed them. In addition two courses, one in the content of case work and one in interviewing, are reviewed at some length to show class assignments and discussion as they too draw upon the Syllabus.

Since Social Case Work is so full of material to which one would like to return again and again, the inadequacy of the index becomes a real handicap. The experience of that creative group thinking out of which the book grew is limited to the small committee; the product of that thinking which we may all share is a welcome contribution to our all too meager professional literature.

*Washington University* LEAH FEDER

## Concerning Eyes

GOOD EYES FOR LIFE, *by Olive Grace Henderson and Hugh Grant Rowell, M.D. Appleton-Century. 193 pp. Price $2 postpaid of The Survey.*

IN attempting to review this little book one is faced by a frontispiece hardly worthy of a comic strip and closing with a page which contains a Recipe For Eye Delight, quite obvious, but rather trivial. Between these extremes there is much to commend. Much, we are forced to state, is quoted from unimpeachable authority, so that there is little that is original, although it is stated in a novel way and will no doubt serve a useful purpose.

In spite of the weight of distinguished names, it may be questioned whether "at least one fourth of all children in school suffer from eye diseases which seriously impair their school progress." Moderate or "school" myopia is not a disease and should be sharply differentiated from the progressive myopia which is in another class and which is fortunately much rarer.

Notwithstanding the diversity of evidence regarding the cause of myopia, the variety of possible factors in fact, chief among which is heredity, associated with the demands made on the growing eye, much that is stated in this book is excellent as regards hygiene, light and posture. Exception may be taken, however, to the somewhat exaggerated diagrams on pages 58–61, as the gravity theory of Levinsohn is not proven, and it may be stated that the muscle pressure theory is still *sub judice*.

It seems hardly necessary in a book of this kind to raise questions which will bewilder the average reader and of which the solution may be remote. This comment applies to the section entitled Aniseikonia in the chapter on Vices of Vision, although this field offers promise of possible value in the future. The wisdom of quoting at length the admirable article of Dr. Jackson's on Tobacco and Alcohol may be questioned. In the illustration opposite page 78, entitled A Schoolroom in Which Eyes and Bodies Get a Chance, the direction of the light and especially the side leakage of the curtain, show rather a glaring discrepancy when compared with the text.

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The chapter on Eye Protection and Industry may be commended. The tone of the chapters on Eye Happiness in the Home and The Eye and Personality may seem trivial to the too serious reviewer, but the book is intended for a mixed public and we trust it will meet the approval it deserves.

The final chapter, on Magic in Fooling and Pleasing The Eye, will no doubt be interesting to many readers. The few sections on make-up might be open to criticism in a book on Good Eyes for Life. We have heard that some forms of mascara may be irritating. Other cosmetics as applied to the lids in a manner that would permit their introduction into the eyes may be distinctly irritating, but mascara of the better sort used with caution is of sufficiently general application to be safe. At the top of page 190 the word "vertical" may in a later edition be changed to "horizontal." The statement that "Daylight bulbs give you a color that terrifies your friends" is in keeping with some of the other exaggerations that we have noted. A daylight bulb shaded so that it does not shine on the face, and preferably with a frosted surface, is an admirable reading light and gives no such ghastly effect as is implied by the writers. On the whole, however, this chapter on cosmetics appears to have been written by an expert and should not be criticised by a tyro in such subjects. COLMAN W. CUTLER, M.D.
*New York City*

## Outline for Current Events

SOCIAL RECONSTRUCTION, *by Harold Rugg and Marvin Krueger. John Day. 140 pp. Price 85 cents postpaid of The Survey.*

TEACHERS of current events have a difficult time these days. Unless they give many hours to reading newspapers and magazines it is impossible for them to deal intelligently with the questions asked by alert students. The authors of the present "study guide for group and class discussion" are rendering a service, therefore, which will be greatly appreciated. They have succeeded in marshalling the significant issues of the present far-reaching social changes in our country impartially and with due regard to historical factors and representative proposals for national policy. It is possible with this outline to plan a study course in which the more important recent and current events are taken up in an orderly sequence, or to lead a stimulating discussion of the morning's news with easy reference to appropriate data.

Only incidentally, yet forcefully, this outline demonstrates the inadequacy of both the materials and the methods of the traditional social studies course, and by giving practical experience of a more lively and realistic procedure will contribute to much needed educational reforms.

The course is based on the belief that it is possible with wise statesmanship to avert a catastrophic class war and to secure social justice through an informed democratic participation in the process of reconstruction. BRUNO LASKER
*New York City*

## RUN OF THE SHELVES
### A DESCRIPTIVE LIST OF THE NEW BOOKS

ARBITRATION IN THE NEW INDUSTRIAL SOCIETY, *by Frances Kellor. McGraw-Hill. 247 pp. Price $2 postpaid of The Survey.*

AN excellent though perhaps over-optimistic account of arbitration as a means to "economic goodwill" before " the advent of the codes," and the changes in usage and procedure under NIRA.

THE SCIENCE OF WORK, *by Morris S. Viteles. Norton. 442 pp. Price $3.75 postpaid of The Survey.*

A POPULARLY written book on applied psychology in business and industry, particularly the problems of adjustment raised by Machine Age conditions, and the use of modern psychological methods to help the worker find a congenial job and to "make work a happier and more productive activity." It is written for business executives, vocational counselors, employment officers, students and is much simpler and more readable than the same author's Industrial Psychology, published two years ago.

BIBLIOTHÈQUES POPULAIRES ET LOISIRS OUVRIERS. *Société des Nations, Institut International de Coopération Intellectuelle. Distribution in the United States through the World Peace Foundation, 40 Mt. Vernon St., Boston, Mass. 327 pp. Price $1.60 postpaid of The Survey.*

REPORT in French of a study and recommendations made at the request of the International Labor Bureau covering legislative and other measures to provide libraries for the people of more than a dozen countries of Europe and Asia and in Mexico.

A BIBLIOGRAPHY OF NEGRO MIGRATION, *by Frank A. Ross and Louise V. Kennedy. Columbia University Press. 251 pp. Price $5 postpaid of The Survey.*

A CRITICAL and annotated listing of the recent literature dealing with the economic and industrial situation of the Negro; rather misleadingly captioned under the too narrow title of Negro Migration. In fact, an indispensable guide through the voluminous material on this much-mooted subject.

THE ULTIMATE CONSUMER: A Study in Economic Illiteracy, *edited by J. G. Brainerd. The Annals of the American Academy of Political and Social Science, Vol. 173, May, 1934. 224 pp. Price $2.50 cloth, $2 paper, postpaid of The Survey.*

HARD times have focussed attention on problems of the consumer that cried for remedy even in our most prosperous days and this view of the consumer's illiteracy and the raw deal to which he thus exposes himself is timely, interesting and informative. The volume opens with a group of general chapters by Robert S. Lynd, Gardiner C. Means and Hazel Kyrk and proceeds to groups of articles under the headings Goods and Standards, Behind the Price Tag, and Safeguards, Actual and Potential.

DARK CIRCLE OF BRANCHES, *by Laura Adams Armer, with illustrations by Sidney Armer. Longmans. 212 pp. Price $2.50 postpaid of The Survey.*

KIT CARSON'S raid and the Long Walk of the Navahos from their home in Canyon de Chelly to a four years' exile at Fort Sumner, N. M., from the point of view of an eight-year-old Indian boy. Set apart from those "who see only with their eyes", Little Chipmunk not only lives the life of his tribe but learns from his uncle, the medicine man, the inner meaning of ceremonies and beliefs. The moving beauty of text and illustrations are ripe fruit of Mr. and Mrs. Armer's long friendship with the Navahos which found earlier expression in Waterless Mountain, winner of the 1931 Newbery Medal for distinguished literature for children.

THE CASE FOR STERILIZATION, *by Leon F. Whitney. Stokes. 309 pp. Price $2.50 postpaid of The Survey.*

As the title indicates and the author elsewhere emphasizes, this is not a "neutral book," but frank advocacy of voluntary sterilization of persons with attributes which make them bad risks or certain liabilities as parents. Mr. Whitney is director of the American Eugenics Society and author of a number of books in the field of eugenics. His present volume is breezily nontechnical, aimed to interest and convince a general reader that sterilization is essential as part of "the general discipline we call social planning." In his enthusiasm for the subject he occasionally risks implying that sterilization is *all* that is needed to rid these United States of poverty, crime and dependency.

THE SOCIAL COST OF INDUSTRIAL INSURANCE, *by Maurice Taylor. Knopf. 421 pp. Price $3.25 postpaid of The Survey.*

HIS interest caught by the near-desperation with which families under the care of the Jewish Family Welfare Association of Boston struggled to maintain their industrial insurance policies, Mr. Taylor embarked on a study of the whole system of industrial insurance and its effect on the lives of the millions of people whose only margin of security it represents. He concludes that "the gross inadequacy of the protection and its exorbitant cost, social as well as financial, stamp the effort as practically futile." While he makes detailed recommendations for a complete overhauling of the present system he sees it at best as only "a meager and inadequate substitute" for a well-rounded scheme of social insurance with the government playing the role of insurer.

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# COMMUNICATIONS

## "Pioneer Youth"

To the Editor: You may possibly be interested to know that, while in good health and in possession of all my faculties, the time has arrived for my retirement from active service. I attended many Conferences in the United States in the early days and had many warm friends but death has been busy and only a few remain. I met my wife—a genuine southern girl—when attending a conference in Nashville, Tenn.,—and this certainly is one great debt I owe the United States. Mr. Kellogg, John M. Glenn, Owen Lovejoy, H. W. Thurston and Uncle Alec Johnson still remain, I believe, and to them I would wish to convey my regards.

*Toronto, Canada* J. J. Kelso

(The title, "Pioneer Youth," fits Mr. Kelso like a glove, for he has been the pioneer of child-welfare activities in Canada and has held to his youthful enthusiasms through seventy busy years. Born in Ireland in 1864, he went to Toronto with his family as a lad of 10. At 11 he was a telegraph messenger boy. In his early twenties, while a newspaper reporter, he began promoting legislation for the protection of street children and juvenile delinquents, organized the Toronto Humane Society and the Children's Aid Society. Since 1893 he has been superintendent of neglected and dependent children of Ontario, and has helped organize child-welfare work in provinces from the Atlantic to the Pacific. We propose him for Canada's Hall of Fame. If she hasn't a Hall of Fame, we propose that she establish one for him.—*Editor*)

## Savings Bank Insurance

To the Editor: While the recent New York legislature failed to act on the O'Brien-Livingston Bill which would give savings banks the right to issue all kinds of insurance, the committee sponsoring it feels encouraged and will reintroduce it next session. This bill was copied from the Massachusetts law to that effect in existence for twenty-five years. The plan back of this law was originated by my father, Justice Louis D. Brandeis, as a result of his experiences in the Armstrong investigation conducted here in New York.

The Massachusetts law provides that savings banks may issue life insurance after receiving a license from the deputy-commissioner of savings bank insurance in charge of the administration of the law. In order to receive this license they must put up an expense and guaranty fund and must satisfy the deputy-commissioner. The cost of this insurance is far below that of the life insurance companies because the agent's commission is eliminated. The policies are sold "over the counter" at the issuing bank and other banks who are acting as agents, and also in some other places.

At a recent hearing in Albany six life insurance vice-presidents testified that savings bank insurance would bring about "unfair competition" against them. They said in substance that the Massachusetts banks had a state subsidy. This argument need not be considered any more as, under the new law, the expenses of the deputy-commissioner, the state actuary who fixes the rates for savings bank insurance and the state medical director who specifies the kind of medical examination given, are all paid by the banks issuing the savings bank insurance by means of a repayment to the state.

The low cost under the Massachusetts law is brought about chiefly through the elimination of the agents and the greater efficiency of the savings banks. As far as the insured is concerned, he is able to get surrender value on his policy after six months instead of years, as is true in any of the companies. Further, the lapsed policies are 2 percent under the Massachusetts law, while under the life insurance companies the percentage ranges over 100 percent in "industrial" insurance.

The New York Committee would like anybody who is interested to get in touch with our secretary, William L. Grossman, 123 West 74 Street.

*New York City* Susan Brandeis

## Stenographers Are Human

To the Editor: What's the matter with social workers' stenographers,—and why? We who spend our days analysing the varied problems of distressed human beings find ourselves nonplused sometimes in the face of our own worker-stenographer relationship, feeling a grudging attitude when what we ask for is gracious unstinting service. Have you ever thought that perhaps this girl's attitude toward you is a reflection of yours toward her? Of course you are saying that surely you are not called on to adjust yourself to your stenographer, but have you ever really taken her into account as a human being? Have you ever taken five minutes to explain to her just why you want things done the way you do? Does she understand the aim of your work—what it is all about? The ways of a social agency are strange and not every lay person grasps the whys and the wherefores. Perhaps your stenographer doesn't either and would be a better stenographer and a more understanding human being if she did.

It may be that she has picked up the impression that you feel that her work, which she has spent a good deal of time and money to perfect, is a mere routine, too lowly to be called a life-work, and that compared with your great concerns her work doesn't matter very much, whatever effort she puts into it. You have had the advantage, if such it be nowadays, of having gone to college; but she too has taken training just as you did to fit her for making a living. Most of us thrive on encouragement, especially on that which comes from those who outrank us on the job. Are you always as generous as you might be? What sort of a stenographer have you? More than likely just what you have made her.

*Social Service Division, Department of Public Welfare, Dayton, Ohio.* Louise Smith

## Bass and Base

To the Editor: Just how much is there to the supposition that the popular concept of a social worker is a frustrated old-maid with horn-rims and flat-heels? At the meeting of the New York Chapter of the AASW and the Social Work Publicity Council to discuss the interpretation of the social worker to the public, every reference to this hoary old picture drew an indulgent laugh, slightly bass in quality though three fourths of the audience were of the soprano register. Personally I do not believe—and I am not of the old war-horses either—that this is the public's picture of a social worker any more than I believe that such unpopularity as falls to the professional social worker is wholly due to the female of the species.

Ever since I can remember, your ex-clerical gentleman, your over-pious man-missionary has been the butt of ridicule on the stage and in popular fiction. Over and over again in novels and in plays touching on social questions a man social worker, often an ex-clergyman, has been the comic relief, the implication being that he is not quite a he-man. Take Sinclair Lewis' Ann Vickers. It wasn't Ann who should have rasped the sensibilities of the profession but her social-work husband with his complete lack of vision or enthusiasm for the social causes he advocated—until he got a better job.

When I was in college it was dinned at us day and night, "Remember you represent Barnard on all occasions." I didn't believe it then and I don't now. And I don't think we will improve the public concept of social workers by everlastingly and self-consciously reminding ourselves that we represent social work. It's the kind of men and women we are that matters. If our contacts with the butcher, the baker, the candlestick maker reflect a well-balanced, well-developed human being—an integrated personality if you insist—he will probably like us. When he finds out we're social workers to boot he will probably think the rest of the tribe must be pretty good eggs too.

*White Plains, N. Y.* Helen Kennedy Stevens

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# GOSSIP: of People and Things

## Alphabetical Honors

TO the honorable company of bearers of honorary degrees the commencement season just past added a notable group. As "news value" President Roosevelt's LL.D. from Yale headed the list. In the number of degrees bestowed upon them, Presidents Conant of Harvard and Dodd of Princeton set what seems, without any research into the matter, an all-time record. Without belittling these "naturals" The Survey confesses that it found its greatest satisfaction in the numbers of those in its own field of interest who were singled out for recognition of their notable achievements. Jane Addams, to whom honorary degrees are no new experience, was made an LL.D. by Knox College because "her work at Hull-House opened a new era in human relations and broadened and deepened the meaning of education." Mrs. August Belmont was made an LL.D. by the University of Rochester for her "outstanding leadership in relief activities." Brown University, Providence, R. I., honored its own daughter, Ollie A. Randall, with an M.A. for her work as welfare and unemployment relief organizer in New York. Frances Perkins, secretary of labor, was made an LL.D. by Amherst College in recognition of her "vital contributions to the welfare of the men and women of this nation."

The University of Wisconsin honored, among others, Martha Berry, founder and director of the Berry Schools for mountain girls and boys, and Robert B. Goodman, director of the subsistence homestead division of the Department of the Interior, Wesleyan University, Middletown, Conn., conferred an M.S. on Dr. John L. Rice, one of its own alumni, now health commissioner of New York City, who also was given an M.A. by Yale. The Jewish Theological Seminary made Felix M. Warburg, New York philanthropist, a Doctor of Hebrew Literature, and Smith College made Mrs. James M. Storrow, Boston philanthropist, a Master of Arts. Clarence A. Dykstra, city manager of Cincinnati, was made an LL.D. by Ohio Wesleyan University.

Syracuse University, New York, which celebrated the one hundredth anniversary of the founding of its College of Medicine, chose appropriately enough a group of doctors for its honorary degrees, among them Dr. Thomas Parran, Jr., commissioner of health of New York State; Dr. Richard C. Cabot of Harvard University; Dr. Livingston Farrand, president of Cornell University; and Dr. Ludwig Kast, president of the Josiah Macy, Jr., Foundation.

AND speaking of honors, Ernest J. Swift, secretary-general of the League of Red Cross Societies, has recently been made a Chevalier of the Legion of Honor by the French government, on the recommendation of the French Red Cross. And, still on the subject, Martha Berry, just before getting her honorary degree at Wisconsin University, had the exciting experience of being formally presented to Their British Majesties, George and Mary.

DR. CHARLES M. BURDICK for the past twelve years superintendent of the Dannemora State Hospital for the Criminal Insane, New York, has retired after thirty-three years in the service of the state.

MARJORIE BRADFORD, recently publicity secretary of the Financial Federation of Montreal, has been appointed assistant director of the Canadian Council on Child and Family and secretary of its section on community organization.

AMONG the Harvard University appointments for next year is that of Dr. Leopold Van Wiesem, director of the Research Institute of Social Science at Cologne, Germany, who will lecture on sociology.

REPRESENTATIVES of the American Public Health Association now in England for the Congress of the Royal Sanitary Institute are H. Jackson Davis, M.D., of the New York TERA and Walter H. Brown, M.D., of Leland Stanford University.

THE services of Benjamin L. Winfield as executive director of the Jewish Children's Home, Newark, N. J., have been recognized by his election to the board of directors and to the post of secretary thereof.

A REORGANIZATION of the school of nursing at Simmons College, Boston, brings to the faculty as director, Helen Wood of Newton Highlands. The school will henceforth place its major emphasis on the undergraduate preparation of nurses. Its work in public-health nursing will be continued under the direction of Marjory Stimpson, for the past two years acting director of the school.

DR. I. OGDEN WOODRUFF of the College of Physicians and Surgeons, Columbia University, is the new president of the New York Tuberculosis and Health Association, succeeding the late Dr. Linsly R. Williams.

AFTER a tour of duty on loan to the FERA, Pierce Atwater has returned to the bosom of the St. Paul Community Chest. Charles C. Stillman of Ohio State University succeeds him as FERA field representative in Ohio, West Virginia and Kentucky.

RAYMOND HOUSTON, who won large and valiant spurs as an organizer of work relief with the New York EWB is now associate director with Dr. Edward T. Devine of the TERA in Nassau County, N. Y. His special job is, naturally, work relief.

RECENT changes in the staff of the Federal Council of Churches include the retirement of Rev. Charles L. Goodell and Rev. Sidney L. Gulick from administrative responsibilities though not, happily, from a continuing relationship of counsel. A newcomer is Rev. Philip Allen Swartz of La Grange, Ill., who will be in the financial department. Leaving the staff is Rev. Charles C. Cole who becomes pastor of the Grace Methodist Church, New York.

So great is the demand for the graduates of the Atlanta School of Social Work that the formal graduation exercises of the class of 1934 were called off and the fourteen graduates given their diplomas and hustled out into the field. Ten other members of the class had been released to jobs several months earlier with the understanding that they would return to complete their formal work when the emergency is under control.

HOWARD HEINZ of Pittsburgh is the new chairman of the National Industrial Conference Board. Virgil Jordan continues as president and chief executive officer.

WINTHROP W. ALDRICH, lawyer and banker, is the new president of the New York State Charities Aid Association, succeeding the late George F. Canfield.

SEASONAL changes in community chest personnel include the resignation of Henry F. Burt, for twelve years executive of the Providence, R. I., Community Fund, and the appointment of Harry M. Carey, nine years with the Wilkes-Barre, Pa., Welfare Federation, to succeed him. The governor of Rhode Island, the mayor of Providence and scores of citizens as well as social workers joined in a farewell dinner to Mr. Burt.

## Colorado Candidate

JOSEPHINE ROCHE, social worker and pro-union mine owner in the Colorado coal field, is a candidate for the Democratic nomination for governor of her state. Miss Roche inherited her mining properties from her father, a foe of organized labor. She decided to put into practice as mine owner her theories as a social worker, and launched an experiment in joint employer-employe management, under a union contract. In spite of a price war waged against her by open-shop mine owners, the Rocky Mountain Fuel Company has prospered. The workers have not only helped in raising productive efficiency, but have served as selling agents throughout the company's territory. The company has continued through the depression to pay wages above the union level and to cut down broken time and unemployment (see The Survey, May 1933, page 197.) Miss Roche's platform will include: endorsement of the Roosevelt policies, enactment of a state income-tax law, unemployment insurance, economy and efficiency in state government. She will probably have two opponents in the primary, which will be held September 11.

GRACE WATSON of the Jersey City Medical Center is the new president of the New Jersey League of Nursing Education. Victoria Smith of Englewood and Zenobia T. Gibson of East Orange are the vice-presidents.

EVERY month brings word of more and more of The Survey's old friends and cherished authors joining up with the New Deal in one capacity or another. Harlow S. Person, for instance, managing director of the Taylor Society, has been appointed to the Mississippi Valley Commission and Carl H. Chatters,

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executive director of the Municipal Finance Officers Association, to the PWA Technical Board of Review created by Secretary Ickes to consider projects of a particularly difficult or controversial nature. On the advisory council for the Virgin Islands are Alfred E. Stern of Chicago, Walter White and Charles W. Taussig of New York and Mordecai W. Johnson, president of Howard University.

DR. ALLEN WEIR FREEMAN has been appointed dean of the Johns Hopkins School of Hygiene and Public Health to succeed Dr. Wade Hampton Frost who retires in July. Dr. Freeman is professor of public health administration at the school and is a consultant to the Baltimore City Health Department.

RECENTLY appointed to the New York City Board of Health are Dr. Haven Emerson of Columbia University, and contributing editor to The Survey; and Dr. Frank L. Babbott, Jr., president of the Long Island Medical College. Dr. Emerson was health commissioner of New York from 1915 to 1918.

STANLEY R. MATTHEWSON, director of the Federal Reemployment Service for Ohio, has resigned to go to Cincinnati as chief of the employment bureau in the interesting new county set-up, sometimes called the Employment Stabilization Department of Hamilton County, and again the Regional Department for Economic Security. Plans for the department are drawn up and ready, lacking only personnel to go into operation. Mr. Matthewson is the first of several bureau heads to be named. H. R. Justice, his former assistant, has succeeded him in the FRS job.

THE California State Department of Public Health has a new director, Dr. J. D. Dunshee, for seven years city health officer of Pasadena and before that director of the division of child hygiene of the Los Angeles Health Department. He succeeds Dr. Giles S. Porter.

## Ave Atque Vale at Yale

NO MORE effective witness of the work of Dean Annie W. Goodrich at the Yale School of Nursing can be brought forward than the universal regret at the news of her retirement on July 1. The silver lining to the cloud is the appointment of Effie J. Taylor as her successor. Miss Taylor became director of nursing service at the Phipps Psychiatric Clinic, Johns Hopkins Hospital, when it was established and was director of the Army School of Nursing at Camp Meade, 1918–19. She joined the faculty of the Yale School in 1923 and was designated professor of psychiatric nursing in 1926. In 1932 she became president of the National League of Nursing Education.

SUMMER courses in lipreading are offered July 9–August 17 by Columbia University and by the Nitchie School of Lip Reading, 342 Madison Ave., New York City. Both offer special opportunities to teachers who themselves have trouble in hearing or wish to be of greater service to their pupils. Excellent freelance teachers for lipreading and voice work are available through the teachers' registry of The New York League for the Hard of Hearing, Inc., 480 Lexington Ave.

THE Newark, N. J., Urban League has a new executive in H. A. Lett, formerly industrial secretary of the Pittsburgh Urban League.

JOHN R. HOWARD, JR., has resigned the superintendency of the 30 million dollar New York Hospital-Cornell Medical Center. His assistant, Dr. Thomas Howell, superintendent of New York Hospital for twenty-three years before its merger with the Cornell Medical School, is acting superintendent to remain so, according to the president of the board, "as long as he wants to."

AFTER fifteen years with the National Tuberculosis Association, Arthur J. Strawson has resigned to become executive secretary of the Southern Worcester County Health Association, Worcester, Mass.

AFTER thirty years as director of public welfare for the District of Columbia, George S. Wilson has resigned to engage in the pursuit of well-earned leisure. Succeeding him is Elwood Street, for five years or more director of the Washington Community Chest and for more years than that a valued Survey author. Succeeding Mr. Street with the Community Chest is Herbert L. Willett, Jr., for three years his assistant. Mr. Street's first official appointment was that of M. Alice Hill, for a year past director of the Associated Aid in Harrisburg, Pa., as director of the Emergency Relief Division of the Board of Public Welfare. L. A. Halbert, recently supervisor of emergency relief, is now assistant to Miss Hill, assigned to research.

WITH apologies for its tardy mention this department records its pleasure in the well turned-out volume in which the New Haven Orphan Asylum and Children's Community Center records the history of its first hundred years. Compiled and edited by Willard E. Solenberger, it is, in effect, the story of a century of progress in child care.

THE Leslie Dana Gold Medal, awarded annually by the American National Society for the Prevention of Blindness in cooperation with the St. Louis Society for the Blind for outstanding achievement in the prevention of blindness and the conservation of vision, was presented on May 14 to Dr. F. de Lapersonne, noted French ophthalmologist. The occasion was the annual meeting, in Paris, of the International Association for the Prevention of Blindness, of which Dr. de Lapersonne is president. The American Society was represented by Lewis H. Carris, managing director, and Dr. Park Lewis of Buffalo, N. Y., vice-president of both the American and international organizations and himself the recipient of the medal in 1928.

AMELIA GRANT of the New York Department of Health is the new president of the National Organization for Public Health Nursing, elected at the recent biennial in Washington. Grace Ross of Detroit and Mrs. C.-E. A. Winslow of New Haven are the new vice-presidents.

A GOOD share of the staff, board, auxiliary committees and what-not of the New York Post Graduate Hospital joined forces in giving a party recently to Christina S. Leadingham to celebrate the completion of her fortieth year as head nurse of the children's orthopedic wards. Miss Leadingham entered the hospital two years after her graduation from training-school and has never changed her job.

AS A PART of its fiftieth birthday celebration, Camp Dudley, the oldest organized camp for boys in the country, has published Camper No. 648, a beautifully bound and illustrated volume edited by Minott A. Osborn, telling of its half-century at Westport on Lake Champlain, N. Y. Although the book was published primarily for the camp's 5000 alumni it makes available to many others a wealth of successful experience in camp organization and operation. $2.50 from Camp Dudley, 2 West 45 Street, New York.

JOHN H. MILLAR, editor of Millar's Housing letter, cherished by all the housing fraternity, has been appointed assistant in the works division of the FERA in connection with social and economic planning. . . . Walter Blucher, secretary of the Detroit City Planning Committee, another name that the housing folk conjure with, is one of the advisers to the National Planning Board.

## Professors Participate

RELAYED by Karl Kelsey of the Wharton School comes a budget of news about the faculty of the sociology department of the University of Pennsylvania. Prof. Thorsten Sellin, recently elected a member of the Social Science Research Council, has been appointed by Governor Pinchot to a state-wide committee now studying the reorganization of probation in Pennsylvania. . . . With him on the committee is Prof. James H. S. Bossard whose new volume in the Harper's Social Science Series, Social Change and Social Problems will be published this spring. . . . Prof. J. P. Shalloo is secretary of the Governor's Commission on Special Policing in Industry which is engaged in investigating the employment of deputy sheriffs by coal, iron and steel companies. Professor Shalloo's monograph, Private Police, has recently been published by the American Academy of Political and Social Science. . . . Prof. Hugh Carter is making a study of changing attitudes toward social questions as reflected in successful plays.

SPRING flowers and spring bib and tucker added their color to the general cheerfulness of the tea given recently by the board of Henry Street Settlement, New York, as a formal welcome to its new head worker, Helen Hall. Lillian D. Wald, president of Henry Street, happily convalescent from recent illness, received with Miss Hall.

WHILE New York was welcoming a social-work leader Washington was saying farewell to one at a dinner tendered to Walter S. Ufford, lately retired from the Associated Charities. The dinner committee, Coleman Jennings, chairman, was practically a who's who of social work in the capital.

AFTER several strenuous months shaping the program of the Federal Transient Bureau under the FERA, Maurice Lewis has resigned. William J. Plunkert is now director. Mr. Lewis is at present in New York engaged on a special project of the National Council of Jewish Federations and Welfare Funds.

A. L. WILLS, for six years superintendent of the Pittsburgh Juvenile Detention Home has resigned as a protest, it is said, against conditions imposed by a building which he

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describes as a "fire and disease hazard." Plans for a new building are contingent on a PWA grant. Mr. Wills will return to Chicago, his former home, for a year's postgraduate study at the University. His successor at the Detention Home is Walter J. Rome, assistant dean of men at the University of Pittsburgh.

FROM the post of assistant professor of industrial society at Dartmouth College the New York Welfare Council has called Robert P. Lane as its new executive director, succeeding William Hodson, now commissioner of public welfare. Mr. Lane was for three years European director of the Junior Red Cross, and for a time assistant national director in this country. Later he was associated with the Curtis Publishing Company. He is a brother of Winthrop D. Lane of the New Jersey Department of Institutions and Agencies. The announcement of Mr. Lane's appointment and his formal introduction to New York social workers was a happy feature of the Council's recent annual meeting.

KATHERINE FAVILLE, recalled by Survey Graphic readers as author of the engaging article, So She Wants To Be a Nurse, (April 1932, page 35) has left Detroit where she was head of the department of nursing of the University, to become associated with Marion G. Howell in the course in public-health nursing in the School of Applied Social Sciences of Western Reserve University, Cleveland.

NEW YORK again has a city-planning committee, not, it is hoped and anticipated, just another one. Appointed by Mayor La Guardia with Bernard S. Deutsch, president of the Board of Aldermen, as its chairman, this one includes Vernon S. Moon, Percy S. Straus, Ralph T. Walker, Edward J. Matthews, Col. A. Pierson Hoover, Mrs. Joseph M. Proskauer, Prof. Horace M. Kallen, Arthur C. Holden, Joseph McGoldrick, Harris H. Murdock, Theodore S. Oxholm, John F. Gavin and Harold Lewis.

RUTH E. METTINGER, identified with Red Cross nursing work in the southern states, is now head of the Bureau of Public Health Nursing in the Florida State Board of Health.

FREDERICK L. ACKERMAN and Evans Clark, who need no introduction to Survey readers, have been appointed technical director and economic adviser respectively to the Housing Authority of New York. With the addition of Joseph Milner as realty adviser the Authority staff is complete, and the stage set for action.

A COORDINATING committee for Boston housing projects has been organized with Dean William Emerson of the Massachusetts Institute of Technology as chairman. Other members are Pierpont L. Stackpole, John Beale, Mrs. Addison Burman, Roy M. Cushman, Ernest Herman, Ross Tucker, Mrs. Henry Tudor, Eliot Wadsworth and Mrs. Eva Whiting White. The State Board of Housing is represented by the chairman of its housing advisory committee, William Stanley Parker. John Ihlder is technical director.

ON an issue of policy in regard to segregation, W. E. Burghardt Du Bois, brillant and versatile editor of The Crisis, has resigned that position and other posts with the National Association for the Advancement of Colored People.

## Who Is Missing?

FROM time to time The Survey editors, for no good reason that we know of, are asked to name the ten greatest something or other, usually social workers. Now comes Prof. E. A. Ross of the sociology department of the University of Wisconsin with a list of the ten greatest living Americans. Because it landed the editors in a lively discussion Professor Ross' list is here passed on: Franklin Delano Roosevelt, president of the United States; Louis D. Brandeis, United States supreme court justice; Jane Addams, social worker and founder of Hull-House, Chicago; Norman Thomas, Socialist Party leader; John Dewey, philosopher; Eugene O'Neill, American dramatist; Sinclair Lewis, Nobel prize winner in literature; Upton Sinclair, author of forty books exposing social evils; Thomas Hunt Morgan, California physiologist who was recently awarded the Nobel prize; and Margaret Sanger, active in the establishment of birth-control clinics.

STILL all aglow from Mary van Kleeck et al, a home-going delegate from the National Conference of Social Work found herself sharing a train seat with an abundant lady who promptly volunteered information: "Train's crowded, ain't it? They've been having one of those big Sunday School conventions in Kansas City. Folks there from all over I guess. I wanted to go to it, but I didn't get around. You can't do everything."

IN RECOGNITION of her "services for the benefit of mankind" Mrs. August Belmont has received one of the gold medals awarded annually by the National Institute of Social Sciences. Specific services cited were in connection with the Red Cross, the women's division of two emergency unemployment relief drives and the Motion Picture Research Council.

AT THE request of the National Council of Parent Education the Smith College School for Social Work has arranged to hold a seminar, July 30–August 11, on The Application of Mental Hygiene to Problems in Parent Education. Dr. Muriel W. Brown of the Council and Dr. Frederick H. Allen of Philadelphia will lead. For details address the school, College Hall 8, Northampton, Mass.

AT THE coming summer session of the University of North Carolina, July 16–21, a special one-week course, with round tables and lectures, will be given on the methodology of instruction for preparation for marriage. The course, open to college instructors and members of the medical, legal and theological professions, will be under the direction of Prof. Ernest R. Groves.

THE National Conference of Catholic Charities will be held in October, not in Richmond, Va., as was expected, but in Cincinnati. The change in plan was caused by the illness of Bishop Andrew James Brennan of Richmond.

TALK about a 'bus-man's holiday! Virginia M. Murray, after fifteen years as executive director of the New York Travelers Aid, has had a sabbatical year drop in her lap. And what does she do with it? Goes traveling, of course. At this moment she is hunting up the very longest cruise in the whole wide world in order, she says, "to get away from it all." And speaking of Travelers Aid, the National has a new president, Donald S. Stevens of Baltimore, who succeeds William S. Royster of Norfolk, Va.

GEORGE F. ZOOK has resigned as US commissioner of education to become director of the American Council of Education. His successor will be John Ward Studebaker, superintendent of schools in Des Moines, Iowa, who will take office July 1. Mr. Studebaker, who worked as a brick mason to support himself while he attended Leander Clark College in Iowa, later took his master's degree from Columbia University. As city superintendent in Des Moines, he organized and directs the series of evening forums in the elementary and highschools, financed for an experimental period by a Carnegie grant, and considered one of the livest and most successful adult education projects in the country (see The Survey, April, 1933, page 161).

THE sixty-fourth annual congress of the American Prison Association will be held in Houston, Texas, September 17–21. Information from the general secretary, E. R. Cass, 135 East 15 Street, New York.

To his regular job as general secretary of the National Child Labor Committee, no sinecure these days, Courtenay Dinwiddie has added the duties of president of the Westchester County Tuberculosis and Public Health Association.

ELIZABETH H. DEXTER has resigned as director of case work of the Jewish Board of Guardians, New York.

## DEATHS

WILLIAM COOPER PROCTER of Cincinnati made an international success of the manufacturing enterprise established by his grandfather a hundred years ago. His monument is not his business achievement nor his many wise philanthropies, but his pioneering in the newer and more difficult field of industrial relations. Most famous and far-reaching of these undertakings was his plan of guaranteed employment, under which each Procter and Gamble employe was assured a minimum of forty-eight weeks of work and wages a year (see The Survey, April 1, 1930, page 18). This plan has continued in force through the depression. In 1930, Colonel Procter resigned as president of the company, but until his sudden death last month he remained active in its management as chairman of the board of directors.

THE Neighborhood League of Wayne, Pa., is mourning the loss, early in the summer, of Dr. G. L. Jameson for twenty-two years its president. Of him the League's formal resolution, prepared by J. Prentice Murphy, said, "Out of a busy professional life, rich with many associations, he took time to serve this community as a leader in all its welfare activities. . . . He knew that the gates of the world are unbarred by humble as well as by mighty hands. . . ."

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Beautiful view, city conveniences, 1½ acres, fruits, charming perennial garden with mirror pool, summer study or guest house, tennis court. Bargain, cash or year's option. 856 Main, Leominster, Massachusetts.


THE fine fat prize of $5000 offered for international competition by Hart Schaffner and Marx for discussion of the subject, The Theory of Wages has been awarded to Prof. Paul H. Douglas of the University of Chicago, prolific writer on economics and occasional Survey author (see Connecting Men and Jobs, by Paul H. Douglas, Survey Graphic, December 1930). The volume, The Theory of Wages, which won the prize, was published in 1932.

THE New York City Conference of Social Work, after an honorable career of twenty-five years, has voted to dissolve since its functions are now being performed by the Welfare Council. For the past three years its annual meeting and that of the Council have been held jointly.

PARKER W. FIELD has retired after thirty-two years as general secretary of the Boston Children's Mission.

JACOB A. BILLIKOPF has resigned as chairman of the Philadelphia Regional Labor Board to which he has given, since it was organized last October, his justly famous skill in friendly mediation of controversy and where he has achieved, says the Philadelphia Evening Bulletin, "an extraordinary record of industrial peace-making."

ELSIE KEARNS of the New York AICP took time out from her publicity duties recently to marry Ernest Rowan, Shakespearian actor, now a member of the Walter Hampden Company. "I must say they took their time about it," remarks B. G. Tobey in the AICP News Bulletin, "for Miss Kearns was on the stage with Mr. Rowan some ten years ago."

## New Officers

NATIONAL CONFERENCE OF SOCIAL WORK (elected for 1935): *President,* Katherine F. Lenroot, Washington, D. C.; *vice-presidents,* Rev. Robert F. Keegan, New York; Helen Hall, New York; C. Whit Pfeiffer, Kansas City; *executive committee,* Mary Irene Atkinson, Columbus, O.; Stanley P. Davies, New York; Samuel A. Goldsmith, Chicago; John F. Hall, Seattle; Kate McMahon, Boston. Nominated for 1936: *President,* Rev. Robert F. Keegan, New York; *vice-presidents,* Sophonisba P. Breckenridge, Chicago; Charlotte Whitton, Ottawa, Canada; Margaret Reeves, Santa Fe, N. M.

NATIONAL CONFERENCE OF JEWISH SOCIAL SERVICE: *President,* Ben Selekman, Boston; *executive committee,* M. A. Kovarsky, New York; Dr. Jacob Golub, Cincinnati; Jacob Fisher, New York; and Ezekiel Londou, New York.

AMERICAN ASSOCIATION OF SOCIAL WORKERS: *President,* Dorothy C. Kahn, Philadelphia; *vice-presidents,* Lea D. Taylor, Chicago; Sophie Hardy, San Francisco; Thomas B. Mimms, Atlanta; *secretary,* Elizabeth H. Dexter, New York; *treasurer,* Leroy A. Ramsdell, Hartford.

AMERICAN ASSOCIATION OF MEDICAL SOCIAL WORKERS (Formerly American Association of Hospital Social Workers): *President,* Lena Waters, Philadelphia; *vice-presidents,* Elizabeth Nairn, Nashville; Harriett Bartlett, Boston; Catherine Crothers, New York.

AMERICAN NURSES ASSOCIATION: *President,* Susan C. Francis, Pennsylvania; *vice-presidents,* Julia Stimpson, District of Columbia; Mabel E. Dunlap, Illinois; *treasurer,* Emma Nichols, Massachusetts; *secretary,* Helen Teal, Indiana.

ASSOCIATION OF CHURCH SOCIAL WORKERS (new): *President,* Dr. Hazel E. Foster, Chicago; *vice-president,* Genrose Gehri; *secretary,* Marnise Knickerbocker, Chicago; *treasurer,* Flora Sorber.

CHILD WELFARE LEAGUE OF AMERICA: *President,* Jacob Kepecs, Chicago; *vice-presidents,* Ruth Taylor, White Plains, N. Y.; Mrs. Lessing J. Rosenwald, Philadelphia; J. Prentice Murphy, Philadelphia; Cheney C. Jones, Boston.

SOCIAL WORK PUBLICITY COUNCIL: *Chairman,* Weaver Pangburn, New York; *vice-chairman,* Barbara Abel, Chicago.

NATIONAL TUBERCULOSIS ASSOCIATION: *President,* Dr. Kennon Dunham, Cincinnati; *vice-presidents,* Dr. J. Woods Price, Saranac Lake, N. Y.; Dr. Charles D. Parfitt, Gravenhurst, Ontario.

AMERICAN ASSOCIATION FOR ADULT EDUCATION: *President,* Edward L. Thorndike, New York; *vice-presidents,* Malcolm G. Wyer, Denver; Alain Locke, Washington, D. C.; George F. Zook, Washington, D. C.; Lewis A. Wilson, New York; Agnes Meyer, White Plains, N. Y.

CALIFORNIA CONFERENCE OF SOCIAL WORK: *President,* Albert A. Rosen-Shine, San Francisco; *vice-presidents,* Eva Hance, Los Angeles; Seward C. Simons, Pasadena; Louisiana Scott, Martinez; K. J. Scudder, Whittier; R. E. Arne, Berkeley.

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